

# *Salem Pride and Progress Planning for Excellence*

## Comprehensive Plan of the City of Salem, Virginia

January 26, 2003



Prepared by:  
City of Salem Planning Commission

With the Assistance of  
Salem Citizen's Review Committee  
And

MarshWitt Associates  
Roanoke Virginia

# Comprehensive Plan of the City of Salem, Virginia

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# Acknowledgements

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## INTRODUCTION



This document is the Comprehensive Plan for the City of Salem, Virginia. It was prepared under the direction and guidance of the Salem Planning Commission and the Salem Citizen Review Committee. Work on the plan was initiated in the early Summer of 2001 and was completed in March 2003

A comprehensive plan is a long range planning tool for a community. A good plan identifies local issues, evaluates local trends and conditions, and contains community goals, objectives and strategies that help guide decision making and public investment. Good plans also contain timeframes for implementing major plan strategies. Time frames for implementation allow a community to evaluate its progress, and serve as a measuring stick for success.

To be effective and valid, a plan must be based upon the knowledge, values, and aspirations of a community's citizens. Community involvement was one of the guiding principles governing the preparation of this plan. Several hundred Salem citizens contributed to its development. Every citizen contributed their time, ideas, aspirations, and vision for Salem's future. Stakeholder interviews, citywide meetings, and community work sessions were all used as strategies to maximize the citizen participation, which was crucial to the development of this plan. Salem City staff was instrumental in providing information about current City operations and contributing their knowledge in the development of this plan's goals, objectives, and strategies.

**"A good plan contains community goals, objectives, and strategies that help guide decision making and public investment"**

This plan is an official public document adopted by the Salem City Council on **(DATE)**. The plan can be used as a long-term guide for land use decisions related to growth and development within the City. The plan can also be used as a general guide that outlines public priorities, and directs expenditures for public facilities and programs.

### **Authority**

Authority for local government planning in Virginia is contained in Section 15.2-2223 through 15.2-2232 of the Code of Virginia. This plan was prepared in accordance with these provisions.

By law, the Plan shall be general in nature. It shall designate the approximate location, character, and extent of each feature shown and may indicate where existing lands or facilities are proposed to be extended, removed, relocated, vacated, narrowed, abandoned, or changed in use.

A plan, with accompanying maps, charts, and descriptive matter, may include, but need not be limited to:

1. The designation of areas for various types of public and private development and use, such as different kinds of residential, business, industrial, agricultural, mineral resources, conservation, recreation, public service, flood plain and drainage, and other areas;
2. The designation of a system of transportation facilities such as streets, roads, highways, parkways, railways, bridges, viaducts, waterways, airports, ports, terminals, and other like facilities;
3. The designation of a system of community service facilities such as parks, forests, schools, playgrounds, libraries, public buildings and institutions, hospitals, community centers, waterworks, sewage disposal or waste disposal areas, and the like;
4. The designation of historical areas and areas for urban renewal or other treatment;
5. The designation of areas for the implementation of reasonable ground water protection measures;
6. An official map, a capital improvements program, a subdivision ordinance, a zoning ordinance and zoning district maps, mineral resource district maps and agricultural and forestal district maps, where applicable;
7. The location of existing or proposed recycling centers; and
8. The designation of areas for the implementation of measures to promote the construction and maintenance of affordable housing, sufficient to meet the current and future needs of residents of all levels of income in the locality while considering the current and future needs of the planning district within which the locality is situated.

**The Code of Virginia provides guidance on what a comprehensive plan may contain.**

### **Planning Horizon**

The year 2020 was chosen as the planning horizon for this document.

By law, this comprehensive plan shall be reviewed by the Salem Planning Commission at least once every five years. Each of these future plan reviews can serve as the basis to formally evaluate Salem's progress and community success, and the continued appropriateness of the plan's goals, objectives, and strategies.

## **Community History**

The earliest history of Salem, Virginia, exists simply as archaeological evidence of Native Americans dating from 8000 B.C. until the middle of the 18th century. Although the first Indians only passed through the area in hunting parties, Native Americans began establishing semi-permanent villages shortly after discovering they could cultivate agricultural products such as corn and beans. Europeans first explored Salem 64 years after Jamestown. Through contact with Europeans, the lives of Native Americans drastically changed. In addition to introducing the native population to new technology, colonists also brought with them diseases such as smallpox and influenza, which killed a significant number of Indians. Battles also were waged between settlers and Native Americans. Those skirmishes heightened during the last half of the 18th Century in which many Native Americans died. Those who survived joined other tribes to the north and south.

Fort Lewis, named in honor of General Andrew Lewis, was constructed to the west of what became Salem in 1752 in order to protect area settlers from the rampage of war. General Lewis distinguished himself in the French and Indian War, serving under George Washington in 1754 at Fort Necessity. Lewis later led Virginia troops against the Confederacy of Indian Nations in the Battle of Point Pleasant in 1774, which was a precursor to the Revolutionary War. During the Revolution, Lewis drove Lord Dunmore, the last British Governor, out of Virginia.

After the American Revolution, Salem began to make the transition from an insular settlement into an emerging town. In 1800, General Lewis's son William sold to his neighbor James Simpson a 31-acre tract of land for \$100. During this time, fewer than 25 families inhabited the area between the Roanoke River and Fort Lewis Mountain, but Simpson subdivided the land he bought from William Lewis into purchasable lots on each side of the area's main roadway. Through the sale of those lots, Salem quickly grew into a prosperous community serving travelers as they headed west. Salem was founded in 1802, and the first charter was granted in 1806 to the Town of Salem.

## **Roanoke College**

In 1847, the Virginia Collegiate Institute (later renamed [Roanoke College](#)) moved in a single wagon from [Augusta County](#) to Salem. The Lutheran school was drawn to the community due to its central location. It soon grew into a thriving academy for young men. In fact, Roanoke was one of the few colleges in the south, which operated throughout the Civil War with a home guard troop of students drilling weekly on the campus lawn.

While hardships and losses during the War Between the States were many, Salem managed to avoid complete devastation. Two Union attacks on the town resulted in the destruction of railroad lines, depots, barns, storehouses, horses and supplies -





but relatively few deaths. When the war ended with Lee's surrender at Appomattox, the Salem Flying Artillery is recorded as having fired the final Confederate shot. Captain Abraham Hupp, a well-known manufacturer and owner of Hupps Phoenix Tin Establishment, organized the Salem Flying Artillery. He was an early supporter of the militia. Hupp organized the Salem Flying Artillery after John Brown's attack on Harper's Ferry. By October 1862 Hupp returned to Salem too ill to command and later died of cancer.

Following the Civil War, Salem faced a period of great civic change. In addition to repairing streets and bridges after years of neglect, the town worked to establish free public schools for both white and black children. Electricity, a public waterworks and telephone lines were all advancements that came to Salem in the 1890's and helped boost growth through the next decade. Hundreds of new buildings were erected in Salem during the first nine months of 1890 and the town's population swelled to 3,279 - almost doubling the 1880 census figure. Salem was predicted to be a huge, thriving city by the turn of the century, and marketed itself in pamphlets as the "Switzerland of the South." However, a devastating blizzard that winter damaged a half dozen factories and warehouses, causing a major setback in Salem's economy. While Salem never quite regained the 1890 "boom" growth rate, the town grew steadily through the new century.

During World War I Salem won national prominence as one of the few towns in the country in which every child owned at least one War Saving Stamp. Due to fuel shortages, churches suspended Sunday night services, but the mayor called on residents to pray silently at the sound of church and fire bells during a lights-off moment at nine o'clock each night. Fifteen Salem men were killed in World War I.

After the War, Salem adopted a council-manager form of government leading to an increased emphasis on the improvement of public works. Salem paved its streets with concrete in order to accommodate the increased automobile traffic through town. New businesses, including Salem's first federal post office, appeared on Main Street. Older stores were renovated and decked out with modernized fronts. Lakeside Amusement Park opened its "concrete lake" swimming pool on the east end of town and by 1923 added rides and a roller coaster. The park served as a major attraction for many years, closing in the late 80s.

The Great Depression, however, stunted growth. Economic setbacks due to the stock market crash were felt as early as 1930 when Salem workers lost paychecks during a two-week shutdown of the Norfolk and Western railroad shops. Welfare recipients in Roanoke County increased from 263 families to 1,407 families in a matter of months.



World War II years exacted a mixture of perseverance, zeal, and grief. Of the hundreds sent into battle, 43 Salem men died in that war. Those who returned found a different hometown than the one they left. Salem's new wave of economic and municipal development carried the town and its citizens into the coming years.

With the annexation of South Salem in 1953 and an eastern tract in 1960, Salem was the state's largest "town" with a population of 16,058. On December 31, 1967, the Town

of Salem officially became the City of Salem with a population of 22,500.

In the 35 years since its birth, the City of Salem has grown considerably, even as it maintains an old-fashioned, small-town community feel. As Salem's population has grown so to have the City's high quality services and facilities. The development of the Moyer Sports Complex, the Salem Recreation Center, and the Salem Senior Citizen Center, the expansion of Longwood Park and Lake Spring renovations have enhanced the recreation and leisure opportunities for all Salem residents. . The construction of the Salem Rescue Squad facilities and the expansion of the Salem Police and Fire Department facilities have helped to ensure that high quality public safety services are provided. The Farmers Market and Main Street Beautification project brings vibrancy and people to downtown. In addition, the opening of the Salem Civic Center in 1967, Lewis-Gale Hospital in 1972, [Salem High School](#) in 1977, Salem Stadium in 1985, the Salem Museum in 1992, Memorial Stadium in 1995, and the [Salem Visitor's Center](#) in 1997 - have contributed to making Salem a thriving, progressive city.

## INTRODUCTION

In Spring 2001, the Salem Planning Commission, in consultation with Salem City Council embarked on the preparation of a new Comprehensive Plan for the City. Salem's previous plan had been prepared in 1993 and had served as an effective guide for community decision making. Salem also had an interest in developing and adopting new zoning and subdivision ordinances for the City. A new comprehensive plan would provide a strong legal basis for the preparation and adoption of these land use implementation tools.

### **The Planning Process**

Community involvement was one of the principles guiding the preparation of this plan. The Planning Commission and City Council desired to undertake a planning process that was inclusive of a broad cross section of citizen perspectives on issues affecting the future growth and development of the community. Several major land use issues in the late 1990's heightened citizen interest in community planning and the role of the comprehensive plan in major land use decisions. Involving a broad cross-section of the community in the development of the new plan would help to insure that citizen perspectives were understood and considered

As a strategy to insure community representation, the Commission and Council appointed a twenty-one member Citizens Review Committee (CRC) to oversee and guide the plan update process. The Committee was comprised of thirteen Salem residents plus Commission members, and representatives of Council and City staff. The committee was involved in all phases of the plan update process.

The plan update process began Summer 2001. The Commission and CRC approved a general timeframe for the update process (19 months), and chose 2020 as the planning horizon for the document. A "theme" of Salem: Pride and Progress: Planning for Excellence was chosen to give identity to the planning initiative. This theme emphasized the Commission's and community's interest in developing a plan that recognized Salem's strong civic pride and the community's historic progress and future possibilities.



## **Success Factors**

The Citizens Review Committee began its work on the plan by identifying and discussing factors that were key to a successful plan update. The committee believed that the following factors would contribute to a successful plan and planning process:

- A community involvement process that engaged all aspects of the community, so that all citizen perspectives could be heard and considered;
- The education of the Salem citizenry on the local government planning process and local planning issues.
- The involvement of Salem's youth population;
- An atmosphere of "give and take" where issues were openly discussed;
- The development of a plan that was defensible and looked at the "big picture." The plan would contain recommendations that were practical and "doable";
- Keeping on schedule in order to complete the plan on time; and
- The development of action plans to guide community decision making and investments.

**..."A successful planning process will have an atmosphere of give and take, where issues are openly discussed..."**

To achieve these success factors, the Commission and CRC designed a planning process that emphasized involvement of a broad cross-section of Salem's population and drew upon the knowledge and expertise of CRC members and City staff to identify local issues and develop goals, objectives and strategies for the plan. Specific components of the planning process:

## **Stakeholder Interviews**

Involvement of the broader community began early in the plan development process. In August and September 2001, Salem City Council and staff identified approximately thirty community stakeholders who had extensive knowledge of Salem. Interviews were conducted with each stakeholder. The stakeholders represented a broad cross-section of business, civic, education and government interests in the community. Most of these individuals were actively involved in civic affairs and had knowledge and opinions of current issues.

From these interviews, seven recurrent "themes" emerged. These themes provided a glimpse of community issues and values, and were useful to the development of an

initial understanding of broader community perspectives. The themes identified from the interviews:

- Economic Development
- Education
- Government/Quality of Life
- Housing and Neighborhoods
- Land Use and Community Appearance
- Open Space, and
- Transportation and Infrastructure

The CRC reviewed the themes. They were the original basis of this plan's goals, objectives, and strategies and helped to structure the content of the community-wide meeting held October 2001.

### **Demographic Analysis**

MarshWitt Associates prepared a population and economic analysis of Salem. The analysis focused on population, housing and economic characteristics and trends in the Salem community (See Chapter III). This “quantitative look” at Salem was reviewed by the CRC, and was made available to the task groups that developed the goals, objectives, and strategies contained in this plan. The data provided a strong basis for plan discussions centering on community growth trends and economic viability.

### **Community-Wide Meeting**

A community-wide meeting was held at the Salem Civic Center October 20, 2001. More than 100 citizens participated in the workshop-style meeting. Participants reviewed the demographic information, as well as information on Salem's land use, transportation and community facility characteristics. Most of the meeting was devoted to small group sessions that allowed participants to offer ideas on local needs and issues. Seven small group sessions were held. Each session focused on one of the seven identified “themes.” CRC members, as well as City staff served as facilitators for the small group discussions. All comments from the small groups were recorded and summarized. The summary information was reviewed by the CRC and was available to the task groups that developed the goals, objectives, and strategies contained in this plan.



### **Development of Goals, Objectives and Strategies**

During the winter and early spring of 2002, the CRC took on the task of developing goals, objectives, and strategies for the plan. Seven task groups were formed. Each CRC member served on one or more task groups. The membership of each of the task groups was comprised of CRC members and City staff members who had significant knowledge and experience in the topic assigned. These task groups developed goals, objectives, and strategies in the areas of:

- Economic Development
- Education
- Government Services
- Housing and Neighborhoods,
- Land Use and Community Appearance
- Open Spaces; and
- Transportation and Infrastructure

### **Plan Development and Community Review**

MarshWitt Associates compiled a draft plan during Summer 2002. Using information from the stakeholder interviews, demographic analysis, community meeting, task groups, and CRC comments, a draft plan was prepared. The CRC reviewed the draft plan and held community meetings on October 7<sup>th</sup> and December 2<sup>nd</sup>, 2002. At these meetings, major elements of the plan were presented for community review and comment. Citizen perspectives were recorded and considered by the CRC, which authorized the preparation of a final draft of the plan.

The Planning Commission held a public hearing on the plan on February 12, 2003 and thereafter forwarded its recommendation to City Council. Council held a public hearing and adopted the 2002 City of Salem Comprehensive Plan on (DATE).

The process used to develop this plan addressed many of the success factors identified early in the planning process. The community interviews, meetings, workshops, and task groups helped to ensure broad participation in plan development. Workshop participants and CRC members were educated on many land use and community planning issues. The task groups that developed the plan's goals, objectives, and strategies were characterized by the give and take atmosphere deemed important to a successful process. Finally, the process produced a plan that looks at the "big picture", and contains recommendations that are practical and "doable."

## INTRODUCTION

This section contains an analysis of Salem's demographics with a focus on population, housing, and economic trends. This data was collected and analyzed to provide quantitative perspectives on growth and development trends.

### Population

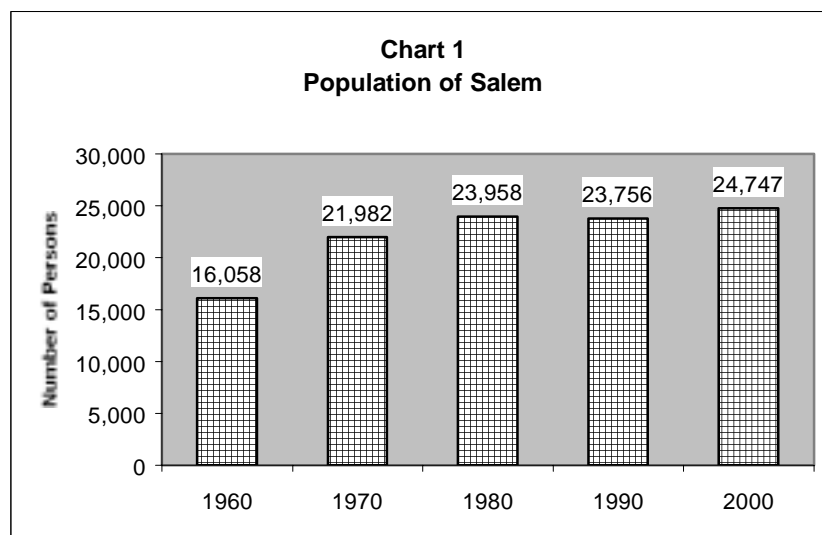
This section describes Salem's growth and population characteristics. It highlights increases in the city's population and cites a projected growth rate of 4.6% between the years 2000 and 2010. Other trends can be seen, such as changes in age distribution, public school enrollment, birth/death rates, and mobility. Relevant information on surrounding localities is included where it can provide a larger perspective on trends.

#### General Population Characteristics

Chart 1 shows population totals for Salem from 1960 to 2000. Of the years shown here, the decade between 1960 and 1970 had the largest increase in population (36.9%). There was a small population decrease (less than 1%) between 1980 and 1990.

Population totals for much earlier years are found in the Virginia Statistical Abstract. The Town of Salem, which was chartered in 1806, had a population of 612 persons by the year 1860 and 4,159 by 1920. A large increase occurred between 1950 and 1960 when the town's population grew 135%, from 6,823 persons in 1950 to 16,058 persons in 1960.

Salem became an independent city in 1968, and prior to that time, the town's population was included in the Census totals for Roanoke County. The change in Salem's status in 1968 is reflected in the reduction in Roanoke County's population between 1960 and 1970.



Source: U.S. Census Bureau

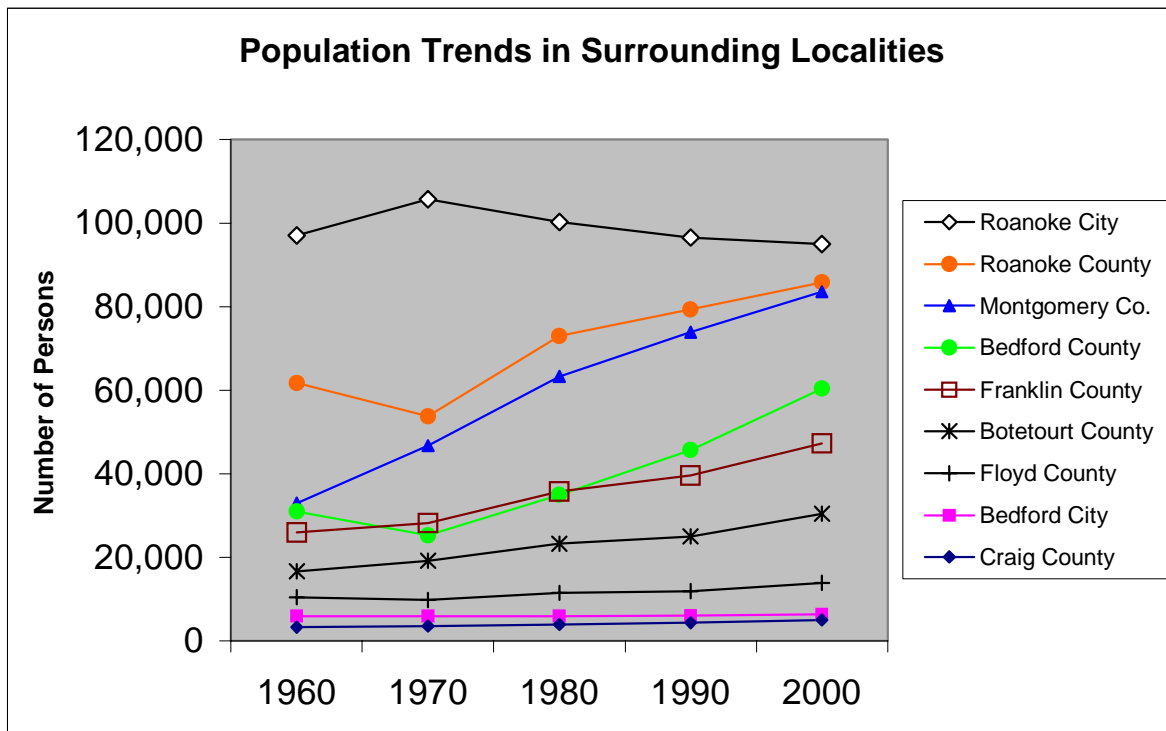
Salem was the first locality established within the Roanoke Valley. The other communities within the Roanoke Metropolitan Statistical Area (MSA) are Botetourt County, Roanoke County, and Roanoke City. Salem's growth rate from 1970 to 2000 was 12.6%. Roanoke City's population declined 10.2% since 1970. As a result of Salem's growth over the last two centuries, it has very little developable land left within its boundaries. Roanoke and Botetourt Counties in the MSA have land available for development and have experienced larger growth rates since 1970.

**Table 1**

**Percent Population Change in Roanoke Metropolitan Statistical Area (MSA), 1970-2000**

Locality	Percent Change 1970-2000
Botetourt Co.	58.9%
Roanoke Co.	59.4%
Roanoke City	-10.2%
City of Salem	12.6%
State of Virginia	52.3%

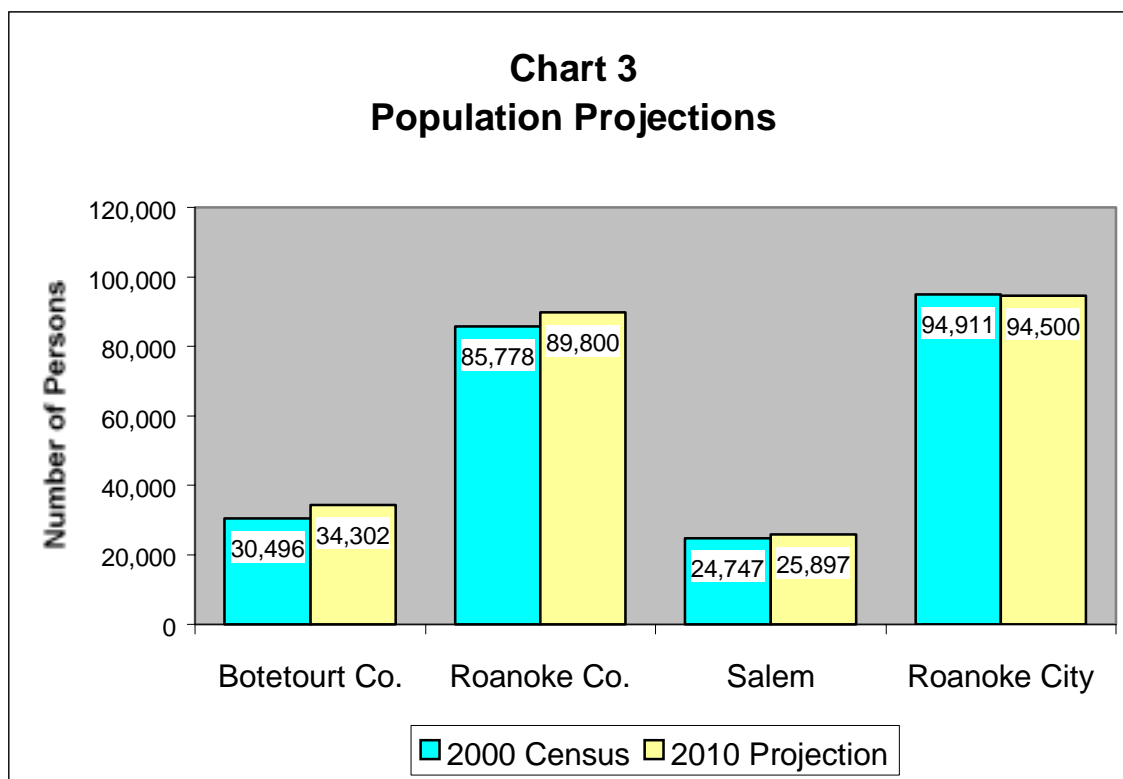
**Chart 2**





In addition to the localities in the Roanoke MSA, Chart 2 includes information for nearby localities. Montgomery County had the largest absolute change in population in the last 30 years (an additional 36,816 persons). Bedford County had the largest percentage growth rate (139.2%) in that time period. Franklin County grew 67.9%. Much of the growth in Bedford and Franklin counties is attributed to the highly marketable land available around Smith Mountain Lake.

Projections for the Roanoke Valley for the year 2010 are shown in Chart 3. They continue the general trend of the last decade in Salem and Roanoke City. Salem grew 4.2% between 1990 and 2000 and is expected to grow another 4.7% by 2010. Roanoke City, which declined 1.7% in the 1990s, is expected to lose another 0.4% by 2010.



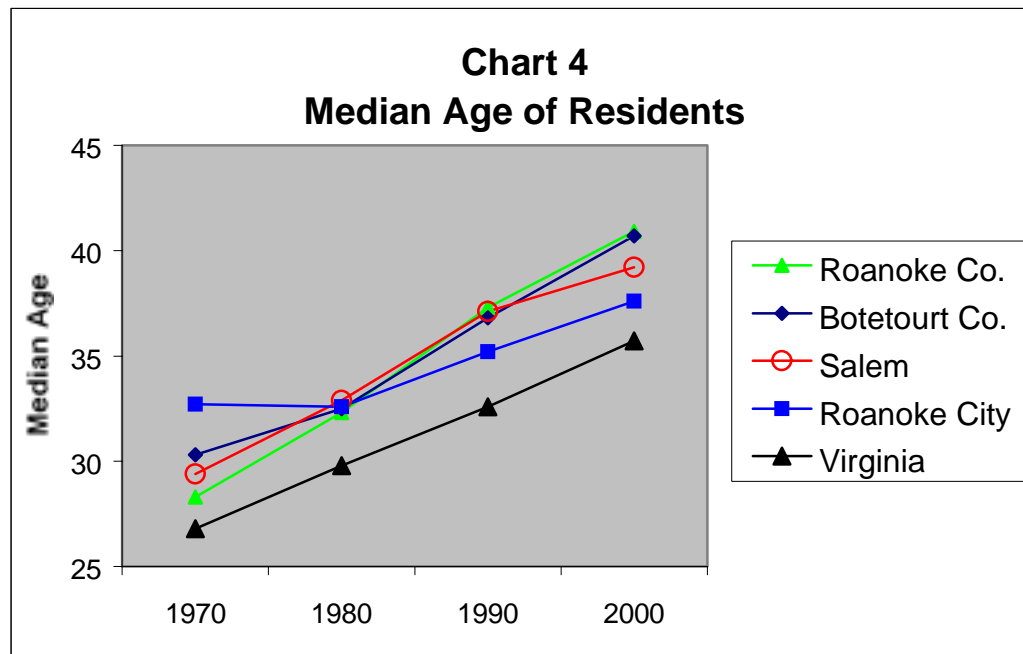
*Source: U.S. Census Bureau; Virginia Employment Commission (2010 Projections)*

Although the two counties in the MSA are expected to continue growing, they are expected to do so more slowly. Both Botetourt and Roanoke counties are expected to have growth rates in the coming decade that are almost half that of the 1990s. The 22% growth rate in Botetourt County between 1990 and 2000 is projected to fall to a 12.5% growth rate from 2000 to 2010. Similarly, Roanoke County's growth rate in the 1990s was 8.2% and the projected growth rate between 2000 and 2010 is 4.7%.

The growth of surrounding localities is important for Salem because the city serves such an essential role in providing medical services, shopping, and employment to others in the Valley.

### Age and Sex Distribution

Chart 4 shows median age statistics for the localities in the Roanoke Metropolitan Statistical Area (MSA). As defined by the U.S. Census Bureau, “the median divides the age distribution into two equal parts, one half of the cases falling below and one half above the median.” In 2000, the median age was 35.3 years in the U.S. and 35.7 years in Virginia.



Aside from a small decrease in median age in Roanoke City between 1970 and 1980, the median age of residents in the Roanoke Valley increased each decade. All are higher than Virginia's medians for those decades. In 2000 Salem's median age was 39.2 years. The same year, the median age was 37.6 in Roanoke City, 40.7 in Botetourt County, and 40.9 in Roanoke County.

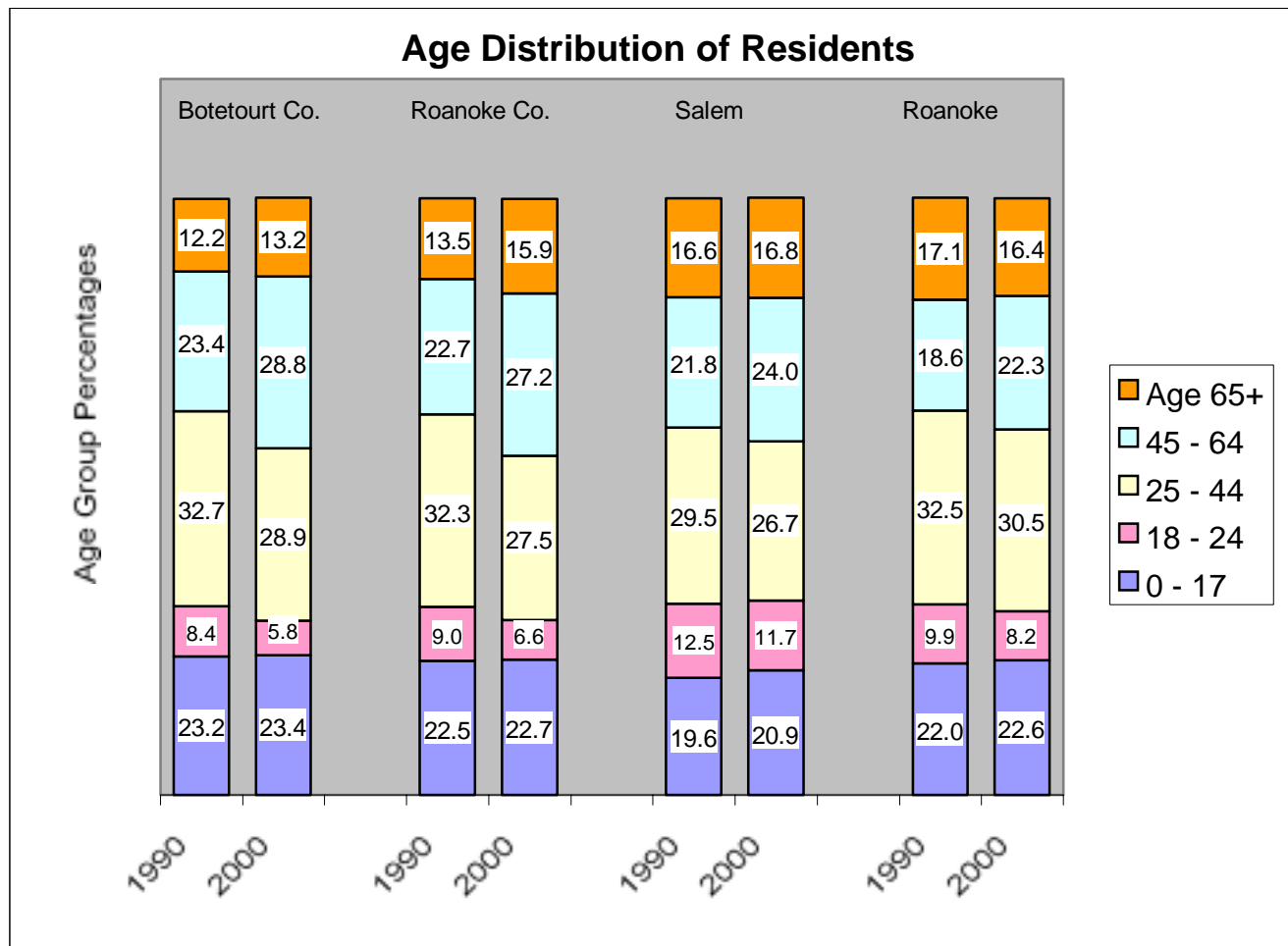
The median age trend is discussed in an October 2000 report prepared for the Center for Innovative Leadership by Chmura Economics and Analytics. It covers the twelve counties and five cities defined as the New Century Region (NCR). The Region stretches south from Alleghany County to Franklin County and west to Smyth County. The report notes that "...the age distribution of the residents of NCR suggests that younger workers are leaving the region in search of better opportunities." Although this is more likely to be true in the less prosperous parts of the NCR, economic entities in Salem and surrounding localities recognize the possibility and have worked for years on developing jobs to keep younger workers.

An alternative explanation for the rise in median age in Salem and the rest of the Valley is its popularity as a retirement area. An influx of retirees into the area could increase the demand for services such as medical care and assisted living centers.

Chart 5 shows the population of each locality broken down by age groups for 1990 and 2000. With the exception of Roanoke City, each locality saw an increase in the percentage of persons “age 65 and over” and in persons “age 17 and under.”

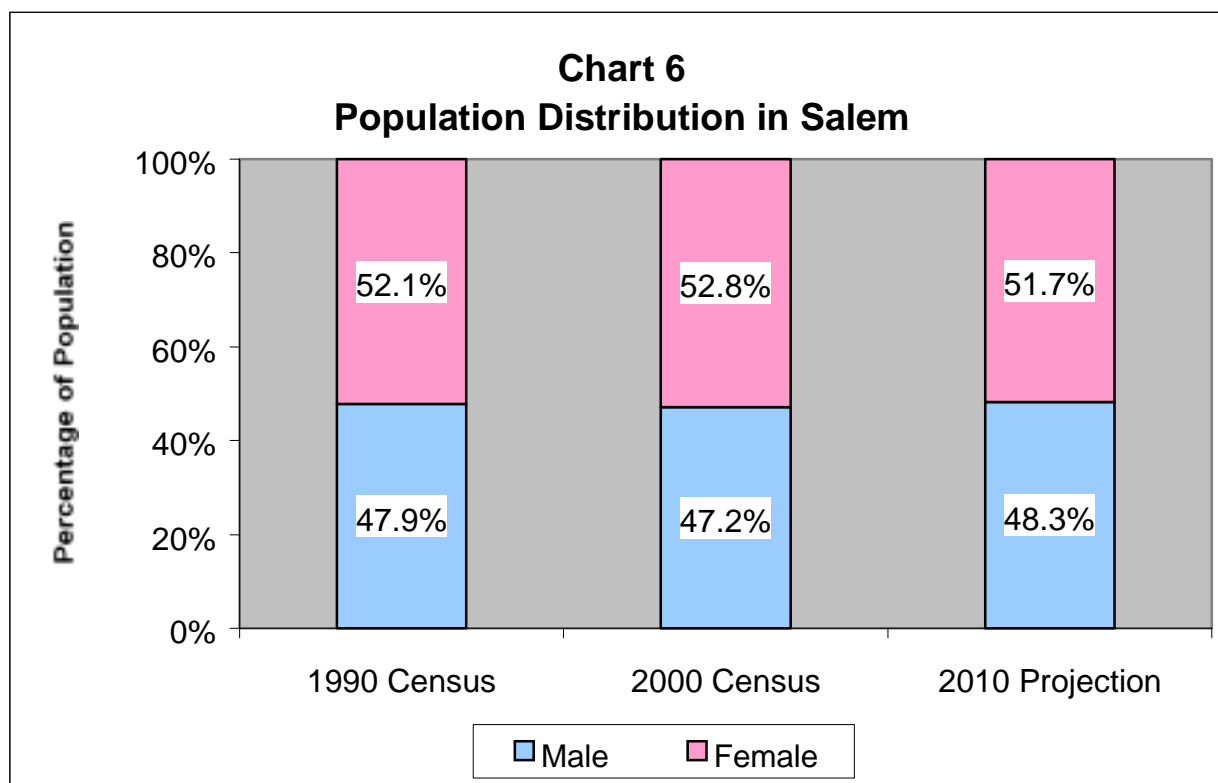
In comparison to the other localities in the MSA in 1990 and 2000, Salem had the smallest percentage of residents in the “age 17 and under” group. Probably due to the presence of Roanoke College in Salem, the city had the largest percentage of residents age 18 to 24.

**Chart 5**



In 2000 Salem had 1,696 persons (or 6.9% of the total City population) living in group quarters. Of these, 1,013 were non-institutionalized (i.e., in college dormitories, military quarters, or group homes), and 683 were institutionalized (i.e., in juvenile institutions, nursing homes or correctional facilities).

While Salem had 6.9% of its population living in group quarters in 2000, Botetourt County had 1.7%, Roanoke County had 2.6%, and Roanoke City had 2.7%. Virginia had 3.3% and the U.S. had 2.8% in group quarters that year. Nationally, 50.9% of the population is female and 49.1% is male. The percentages in Botetourt County and the Commonwealth as a whole are similar to that of the nation. In Roanoke City, Roanoke County, and Salem, the percentage of females is slightly higher, with Roanoke City having the highest percentage of females in the Roanoke MSA (53.1%).



*Sources: U.S. Census Bureau (1990 and 2000 data) and Virginia Employment Commission (2010 projections)*

Salem's female/male percentages are shown in Chart 6 for 1990 and 2000, along with projections for the year 2010. Contrary to the 1990-2000 trend, the Virginia Employment Commission projects that the percentage of females in Salem will decrease slightly by 2010.

### Public School Enrollment Data

Table 2 presents educational statistical data for Salem, compiled by the Salem school system. This data compares Salem to the Virginia on a number of educational indices, and also presents local trend data for the last decade of the 20<sup>th</sup> Century.

**Table 2**  
**Educational Statistical Data for the City of Salem**

<b>Descriptor</b>	<b>Salem 1990-91</b>	<b>State 1990-91</b>	<b>Salem 2000-01</b>	<b>State 2000-01</b>
End of Year Membership	3554	983,084	3,889	1,162,846
Enrollment by Ethnicity	NA	NA	90.03% Caucasian 7.34% African American 1.71% Asian .77% Hispanic	62.8% Caucasian 27.1% African American 4.3% Asian 5.5% Hispanic
Per Pupil Cost for School Operations	\$4,687	\$5,077	\$6,565	\$6,985
Total Budget for School Operations	\$16.6 million	\$2.24 billion	\$30.6 million	\$3.95 billion
Composite Index	.4712	NA	.4343	NA
Instructional Positions Per 1000 Students	63.94	69.4	77	82.82
Average Teacher Salary	\$33,293	\$32,153	\$42,800	\$40,247
Number of High School Graduates	189	59,183	258	68,593
Percent of Advanced Studies Diplomas	44.4%	40.7%	49%	52.6%
Percent of Standard Diplomas	50.8%	57.3%	41%	41.8%
Percent of IEP Diplomas	4.2%	.7%	1.9%	1.9%
Percent of GED Certificates	NA	NA	7.7%	1.3%
Dropout Percentage	3.2%	3.4%	1.2%	2.5%
Percent of High School Grads Going to College	75.1%	68.8%	80.6%	NA

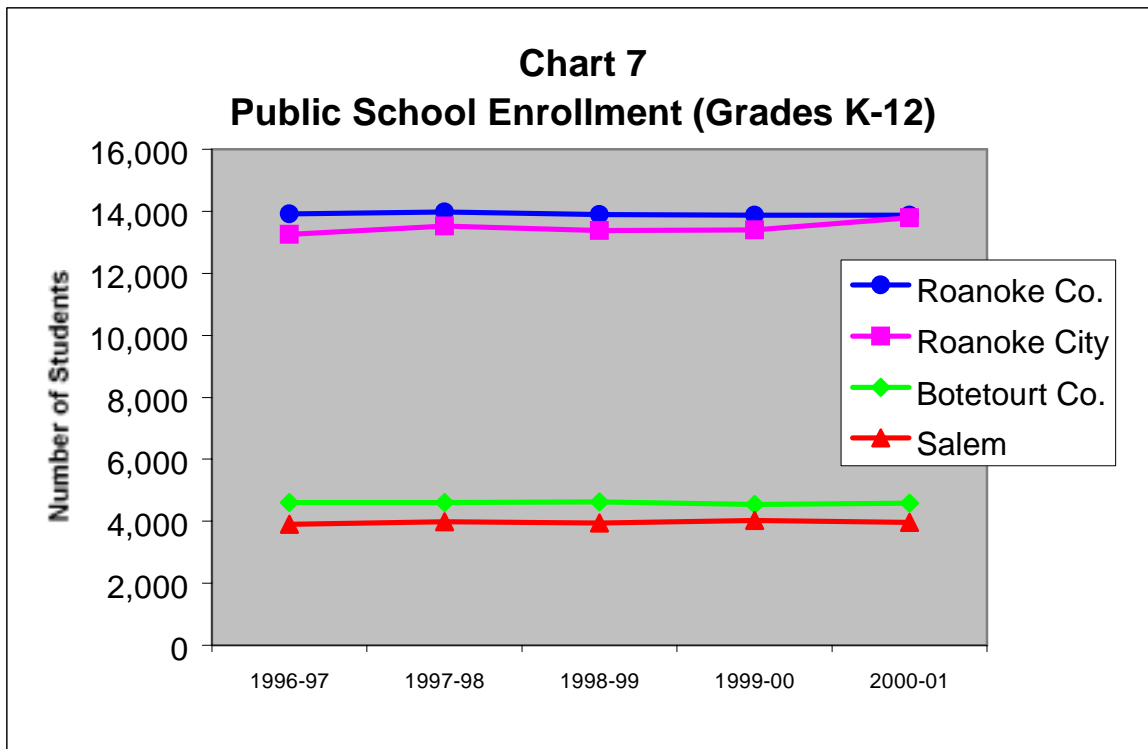
Number of Children Home Schooled	18	NA	35	NA
Percent of Students in Gifted Program	6.5%	NA	7.6%	12.3%
Percent of Students in Special Education Program	11.5%	Unknown	13.1%	13.9%
Average SAT Scores	884	Unavailable	1031	
Measure of Mobility	NA	NA	Up to 40%	Unknown
Elementary Attendance Rates	96%	95%	96.6%	94.9%
Secondary Attendance Rates	95%	93%	95.6%	93%
Percent of Students on Free or Reduced Price Lunch	12%	26.5%	16.7%	31.3%
Number of Limited English Proficient Students	11	17,766	22	43,535
<b>Stanford Fall National Percentile Ranks</b>				
4 <sup>th</sup> Grade Reading	NA	NA	65	54
4 <sup>th</sup> Grade Math	NA	NA	74	61
4 <sup>th</sup> Grade Language Arts	NA	NA	74	61
6 <sup>th</sup> Grade Reading	NA	NA	71	59
6 <sup>th</sup> Grade Math	NA	NA	76	66
6 <sup>th</sup> Grade Language Arts	NA	NA	68	55
9 <sup>th</sup> Grade Reading	NA	NA	67	60
9 <sup>th</sup> Grade Math	NA	NA	56	55
9 <sup>th</sup> Grade Language Arts	NA	NA	60	52

<b>SOL Pass Rates (expressed in percentages)</b>				
3 <sup>rd</sup> Grade English	NA	NA	79%	74%
3 <sup>rd</sup> Grade Math	NA	NA	91%	86%
3 <sup>rd</sup> Grade History	NA	NA	94%	73%
3 <sup>rd</sup> Grade Science	NA	NA	90%	75%
5 <sup>th</sup> Grade English	NA	NA	89%	82%
5 <sup>th</sup> Grade Math	NA	NA	88%	72%
5 <sup>th</sup> Grade History	NA	NA	90%	64%
5 <sup>th</sup> Grade Science	NA	NA	90%	76%
8 <sup>th</sup> Grade English	NA	NA	83%	76%
8 <sup>th</sup> Grade Math	NA	NA	80%	70%
8 <sup>th</sup> Grade History	NA	NA	62%	57%
8 <sup>th</sup> Grade Science	NA	NA	94%	85%
High School English (Reading)	NA	NA	96%	82%
High School English (Writing)	NA	NA	93%	84%
Algebra I	NA	NA	83%	74%
Algebra II	NA	NA	97%	74%
Geometry	NA	NA	93%	73%
Earth Science	NA	NA	83%	73%
Biology	NA	NA	93%	81%
Chemistry	NA	NA	96%	74%
World History I	NA	NA	93%	83%
World History	NA	NA	70%	65%
World Geography	NA	NA	87%	77%
U. S. History	NA	NA	56%	47%

In *Vital Signs: Sustainability Indicators for Virginia's Technology Corridor* (June 2001), it is estimated that 11.7% of Salem's school children (kindergarten through grade 12) were in private school and 0.7% were home-schooled in 1999. In Botetourt County, the private school percentage was 21.8%; in Roanoke County, 19.3%; and in Roanoke City, 16.1%. The home-schooled percentage was 1.9% in Botetourt County; 0.9% in

Roanoke County; and 0.7% in Roanoke City. In that same year, 18.2% of Virginia students attended private schools and 0.9% were home-schooled.

Although the changes in public school enrollment (kindergarten through grade 12) in Chart 7 appear to be small, even small changes can necessitate local adjustments in school attendance boundaries and student/teacher ratios, among other factors. In the five years shown, Salem's largest change in public school enrollment was an increase of 74 students between 1998/1999 and 1999/2000.



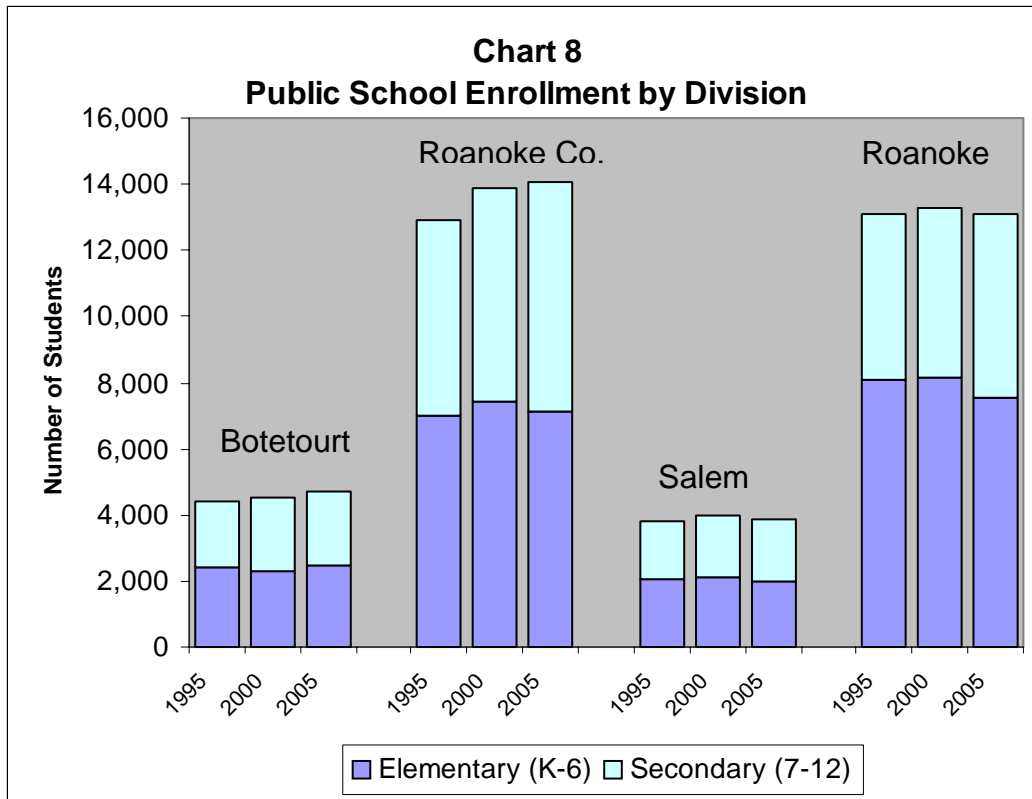
Elementary and secondary public school enrollment figures for the region are shown in Table 3, and the chart details Salem's enrollment patterns. The National Education Association defines Elementary school as kindergarten through grade six and Secondary school as grades seven through twelve. The 2005 school enrollment projections are from the Weldon Cooper Center for Public Service.

Between 1995 and 2000, Salem's elementary enrollment went up 1.1%, secondary enrollment went up 5.8%, and total enrollment increased 3.2%. It is projected that total enrollment will decrease 1.9% between 2000 and 2005, with secondary enrollment growing 2.3% and elementary enrollment dropping by 5.7%.



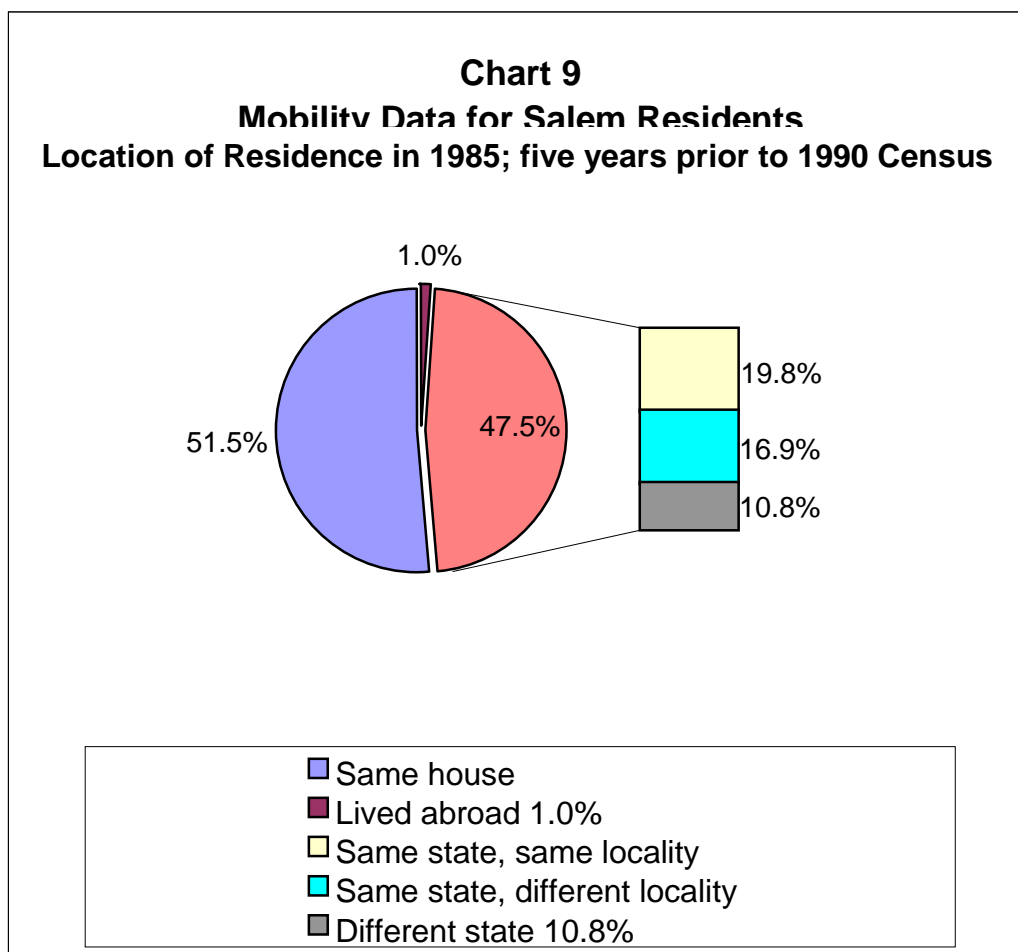
**Table 3**  
**Elementary (K-6) and Secondary (7-12)**  
**Public School Enrollment in Salem**  
**1995-2005**

Elementary	2083	2105	1986	1.1%	-5.7%	-4.7%
Secondary	1749	1850	1893	5.8%	2.3%	8.2%
TOTAL	3832	3955	3879	3.2%	-1.9%	1.2%

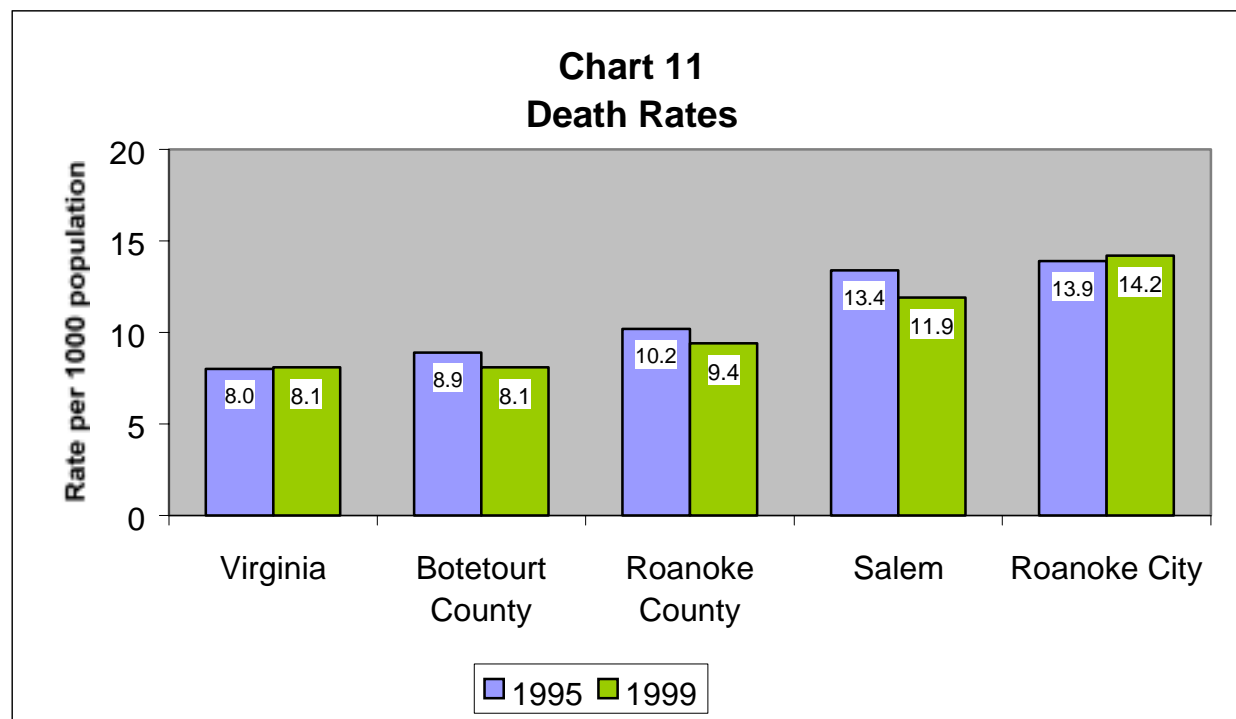
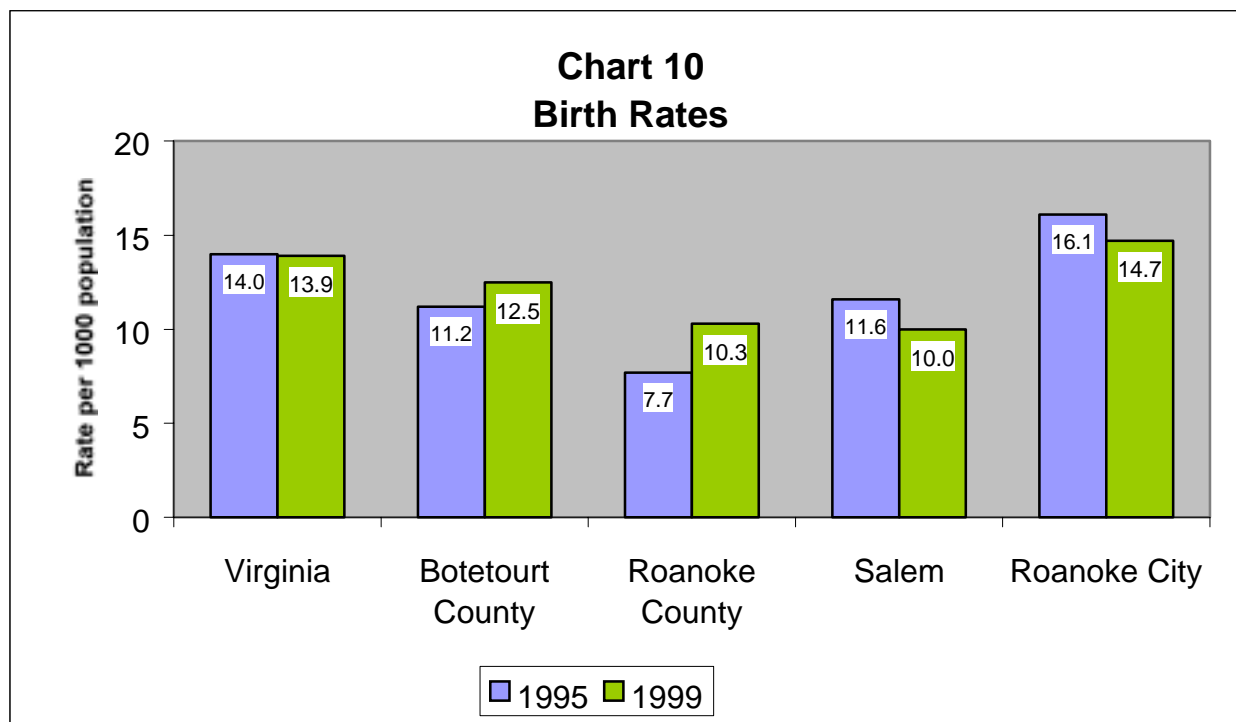


### Mobility and Migration

The 1990 U.S. Census data on mobility for Salem is found in Chart 9. When the 1990 Census was taken, respondents were asked if their present residence was the same as their 1985 residence. If not, they noted where the 1985 residence was, using the categories below. This gave a picture of mobility over the course of five years (from 1985 to 1990). The majority (51.5%) of Salem residents were in the same house in 1985 and 1990. Of those who moved from their 1985 home, most moved to another house in Salem. Only 10.8% moved to another state, and 1% moved abroad.



This information on mobility (people moving in and out of a locality) is only one aspect of population change. Another aspect is the natural increase (or decrease) in population, i.e., the number of births minus deaths for an area. The birth and death rates shown on Charts 10 and 11 are tabulated by place of residence. For example, if a Salem resident gives birth to a child in a Roanoke hospital, the birth is shown on the graph as a Salem birth. If a Botetourt County resident dies in a Salem hospital, the death is shown on the graph as a Botetourt County death.



Tables 4 and 5 show the role of natural increase and migration in population growth. There were 2,186 births to Salem mothers between 1990-1998, while 2,445 Salem residents died during the same time period. Therefore the natural population change was -259. Roanoke County also had a negative natural change between 1990 and 1998. Both Botetourt County and Roanoke City had a positive change, i.e., more births than deaths.

**Table 4**  
**Population Change by Natural Increase In Salem and Surrounding Localities**  
**1990-1998**

<b>Jurisdiction</b>	<b>Births 1990-1998</b>	<b>Deaths 1990-1998</b>	<b>Total 1990-1998 Natural Increase (births minus deaths)</b>
Botetourt Co.	2,198	1,835	<b>363</b>
Roanoke Co.	5,655	6,010	<b>-355</b>
Roanoke City	13,362	10,559	<b>2,803</b>
Salem	2,186	2,445	<b>-259</b>
Roanoke MSA	23,401	20,849	<b>2,552</b>
State of VA	777,820	422,496	<b>355,324</b>

*Source: Roanoke Valley-Allegheny Regional Commission Website*  
*Note: Births and deaths are tabulated by place of residence.*

Domestic Migration (persons moving from one U.S. location to another) and International Migration (moving into or out of the U.S.) are added together to get the Net Migration figure. From 1990 to 1998, Salem gained 1,209 persons by net migration. Combining this net migration figure and the natural change above, Salem grew by 950 persons between 1990 and 1998. The Census taken two years later showed an official increase of 991 persons between 1990 and 2000.

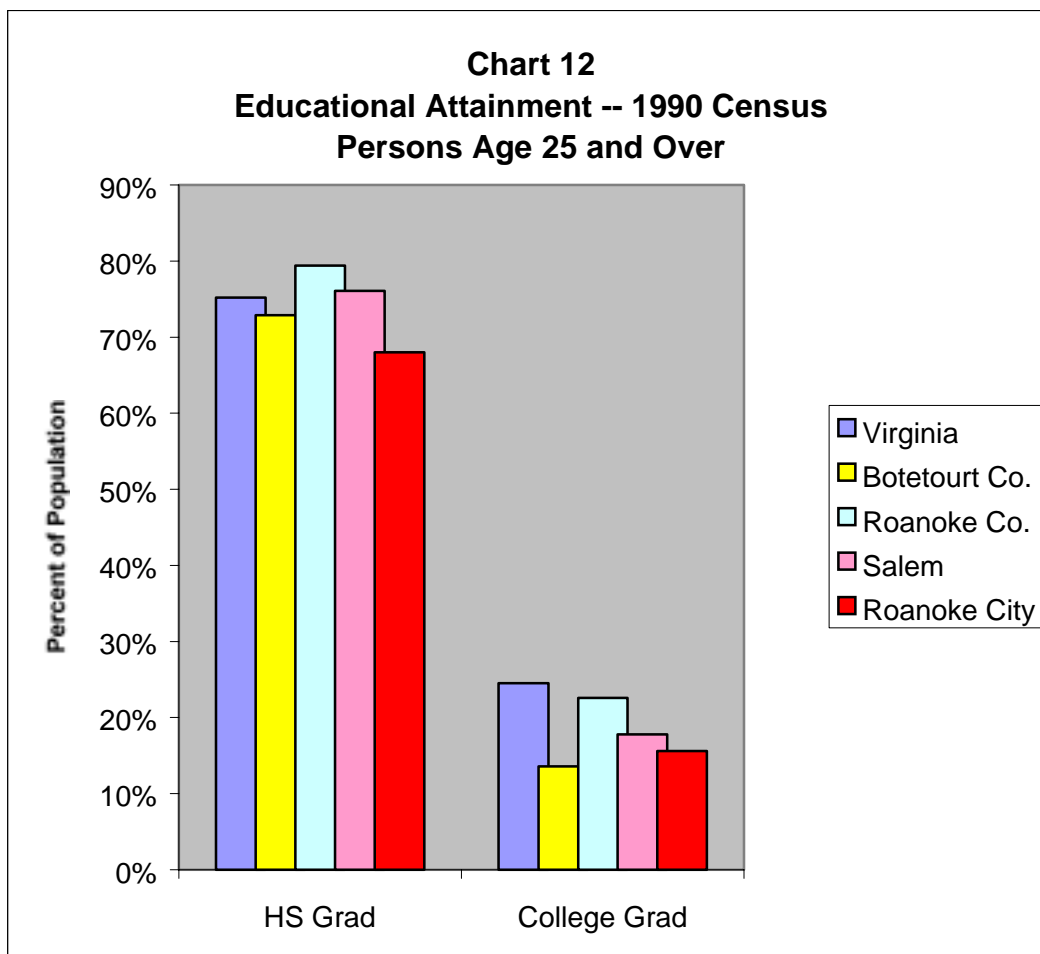
**Table 5**  
**Population Change by Migration in Salem and Surrounding Localities**  
**1990-1998**

<b>Jurisdiction</b>	<b>Domestic Migration (within U.S.) 1990-1998</b>	<b>International Migration (into or out of U.S.) 1990-1998</b>	<b>Total 1990-1998 Net Migration (Domestic plus International)</b>
Botetourt Co.	3,195	51	<b>3,246</b>
Roanoke Co.	1,201	903	<b>2,104</b>
Roanoke City	-5,971	591	<b>-5,380</b>
Salem	1,157	52	<b>1,209</b>
Roanoke MSA	-418	1,597	<b>1,179</b>
State of VA	67,977	131,471	<b>199,448</b>

### Educational Attainment

Chart 12 shows information from the 1990 Census indicating levels of educational attainment for persons age 25 and over in 1990. From that age group, high school graduates comprised 68% of Roanoke City, 76.1% of Salem, and 75.2% of Virginia.

Although the percent of Salem residents (age 25 and over) who were high school graduates is higher than that of the state as a whole, the reverse is true for the percent of residents who were college graduates.



## HOUSING

This section describes housing types and building permits in Salem and provides information on housing characteristics (including value) in the Roanoke Metropolitan Statistical Area (MSA).

### Household Characteristics

The U.S. Census Bureau defines a household as “all the people who occupy a housing unit.” In addition to houses, housing units can be apartments or mobile homes. Households can have as few as one person. Group quarters such as dormitories are not considered households.

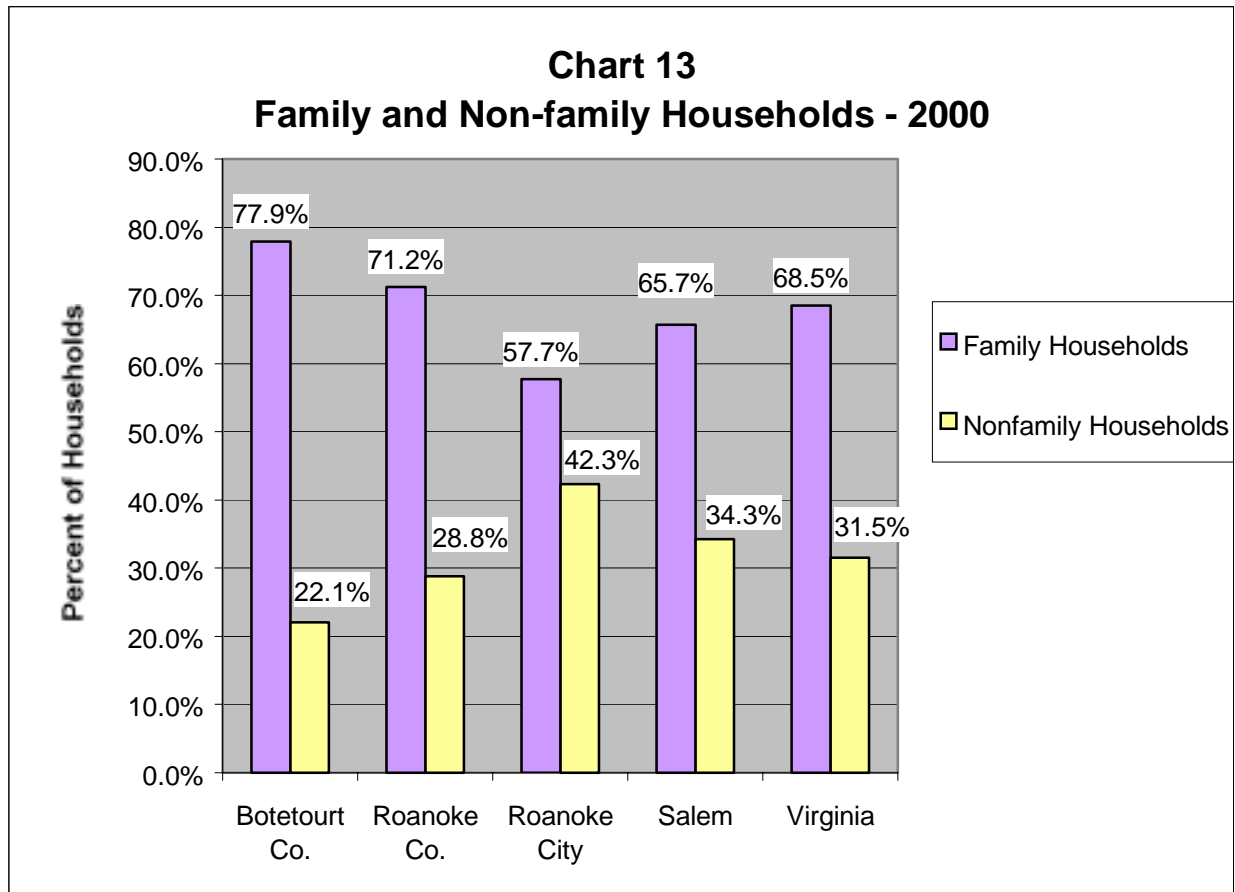
**Table 6 Average Household Size  
1990-2000**

Jurisdiction	Average Number of Persons Per Household	
	1990	2000
<b>Botetourt County</b>		
In Owner-occupied units	2.70	2.59
In Renter-occupied units	2.45	2.32
All units	2.67	2.56
<b>Roanoke County</b>		
In Owner-occupied units	2.68	2.53
In Renter-occupied units	2.05	2.01
All units	2.54	2.41
<b>Roanoke City</b>		
In Owner-occupied units	2.42	2.30
In Renter-occupied units	2.15	2.07
All units	2.30	2.20
<b>Salem</b>		
In Owner-occupied units	2.46	2.41
In Renter-occupied units	2.18	2.13
All units	2.37	2.32
<b>Virginia</b>		
In Owner-occupied units	2.70	2.62
In Renter-occupied units	2.43	2.36
All units	2.61	2.54

For each locality above, the average household size decreased in the decade between 1990 and 2000. The renter-occupied housing units had smaller households than the owner-occupied units. In the year 2000, Virginia had larger households than the MSA in both owner-occupied and renter-occupied categories. Virginia's average household size in 2000 was 2.54 persons per unit, while the U.S. had 2.59 persons per household that year.

Family households are defined as "a householder and one or more people living in the same household who are related to the householder by birth, marriage, or adoption." The other type of household is a non-family household, and it consists of a person living alone or with non-relatives only. Chart 13 shows the percentage of family and non-family households in 2000.

Roanoke City and Salem had the largest percentage of non-family households in the MSA. Non-family households comprise 31.9% of all households in the U.S. and 31.5% in Virginia. The primary householder was over age 65 in 30.3% of non-family households in Roanoke City, 35.7% in Salem, 25.4% in Virginia, and 28.9% in the Nation. Approximately 85% of the non-family households in Roanoke City and Salem are persons (of any age) living alone. This is above the national average of 80.8%.

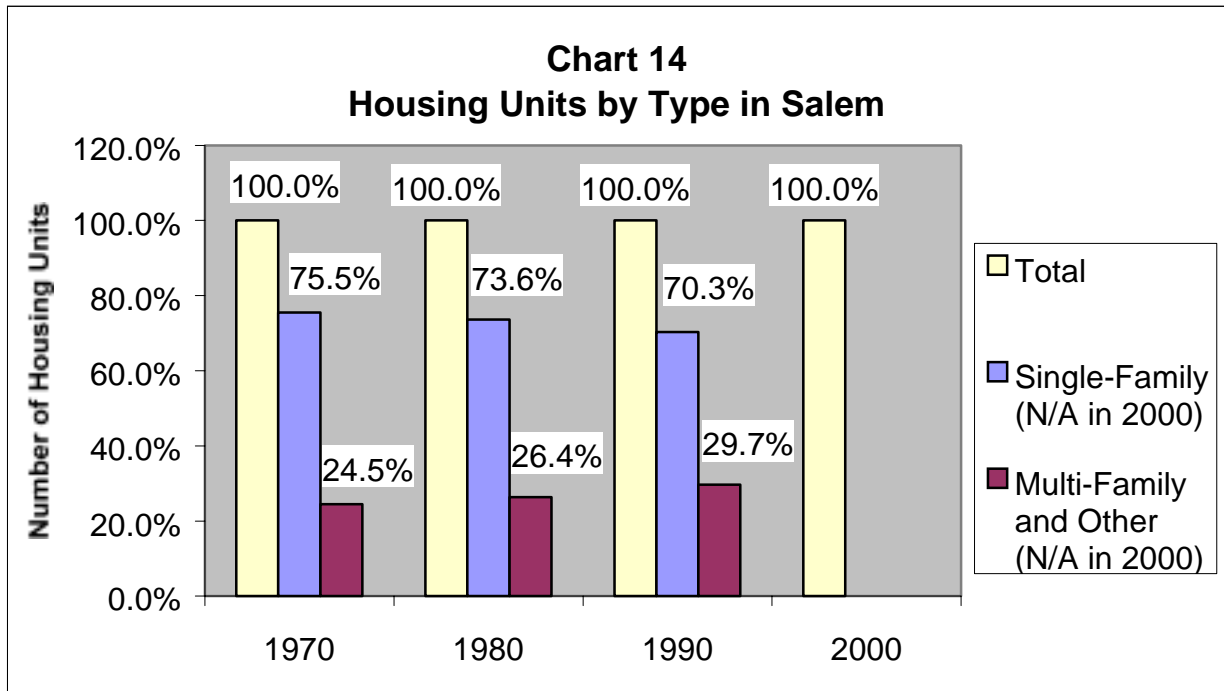


Source: U.S. Census Bureau

### Type of Housing Units

Chart 14 shows the number of housing units by type in Salem from 1970 to 2000 (with the exception of single-family and multi-family/other units for 2000, which are not available at this time). The first bar for each year indicates the total number of units, while the other two bars for that year divide the total units into two types, i.e., single-family units and multi-family/other units.

While the total number of units has grown each year, there has been a steady increase in the percentage of multi-family/other units and a corresponding decrease in the percentage of single-family units in Salem.



Source: U.S. Census Bureau

Note: Number of single-family and multi-family/other units in 2000 is not available from the U.S. Census Bureau at this time.

Chart 15 shows the statistics on residential building permits for the years 1997 to 2000. These are given by the year each building permit was issued, which may differ from the year construction began. The bars show the number of permits, and the total value of the proposed structures in each category is shown above each bar.

In Salem there were 82 single-family residential building permits in 1997, 75 in 1998, 49 in 1999, and 69 in 2000. Of the years shown, 1997 had the largest number and value of building permits. Although the next highest number of permits occurred in 1998, the next largest value of permits was in 2000.

### Median Age of Housing

In the 1990 Census, each homeowner was asked to note the year his or her house was built. From this, the median year of homes built in each locality was computed. Of the homes in Salem in the year 1990, the median year those homes were built was 1964. This is older than the median year in Botetourt County (1970), Roanoke County (1972), and Virginia as a whole (1970). As an historic city, it is not unusual for Salem to have older homes that continue to be maintained and used.

### Value of Housing Stock

The median monthly rent of renter-occupied units in 1990 ranges from \$249 in Botetourt County, \$278 in Roanoke City, \$345 in Salem, and \$369 in Roanoke County. The median monthly rent for Virginia was \$411 in 1990.



**Chart 15**  
**Salem Residential Building Permits**

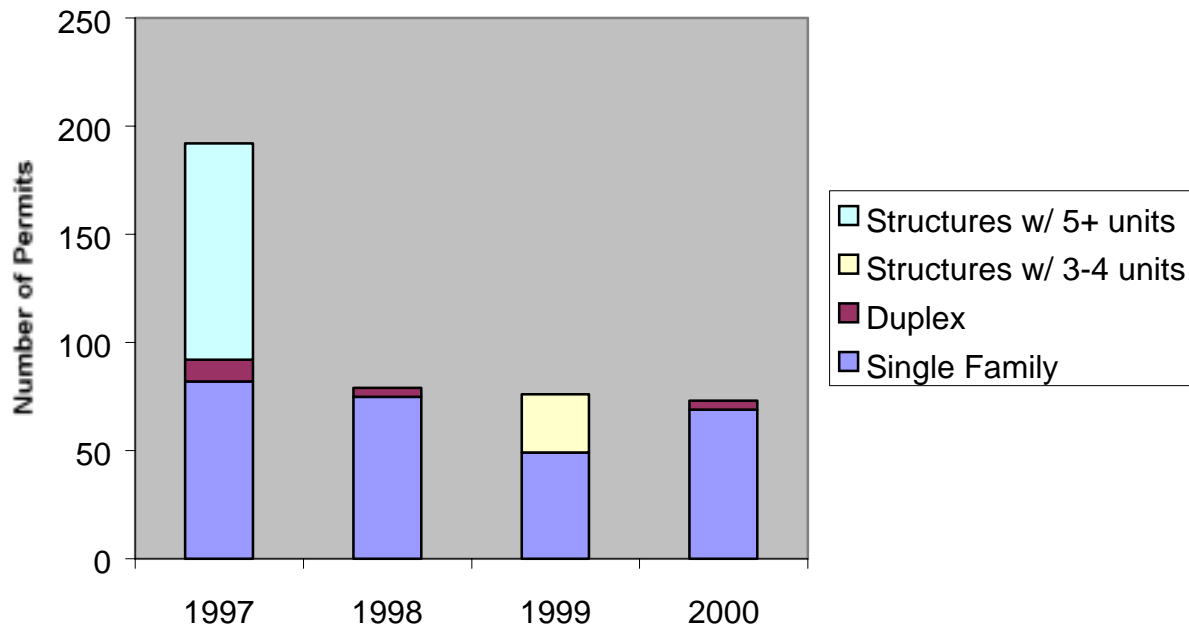


Chart 16 shows 1990 Census figures on the median value of owner-occupied units. The median value of homes in Botetourt and Roanoke counties was higher than that of Salem. This may be related to the trend mentioned in the earlier Population section, specifically that those counties are growing more. With the large amount of developable land in these counties, new residents are more likely to build new homes.

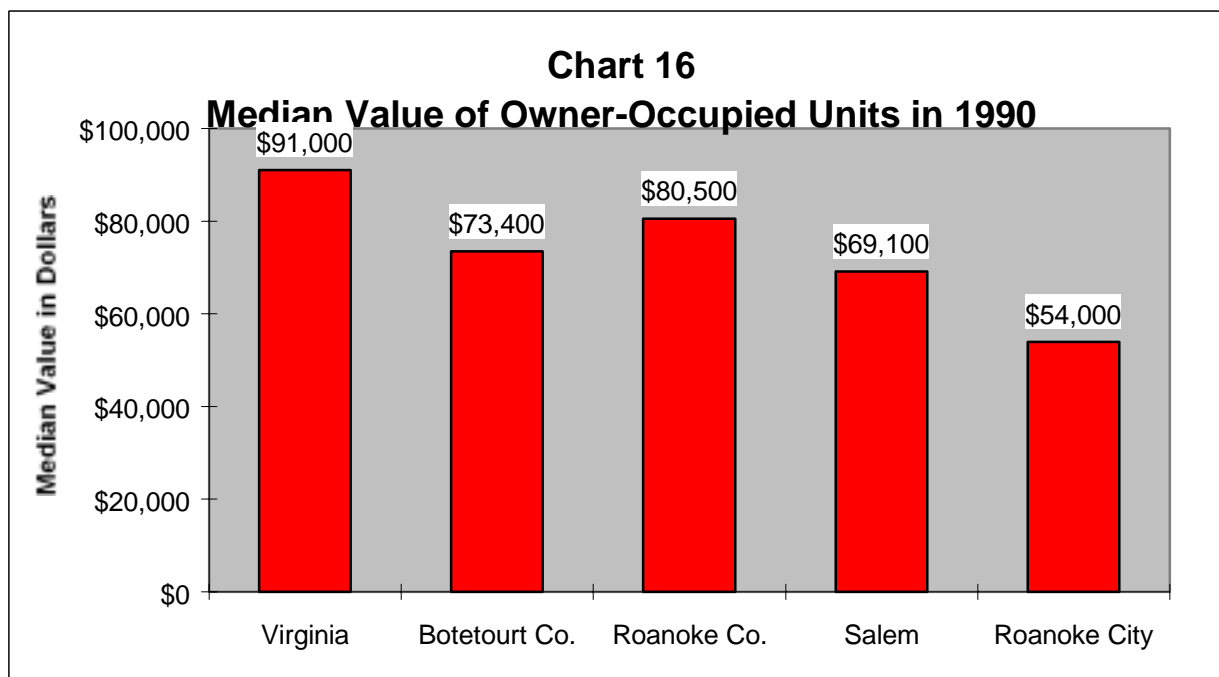
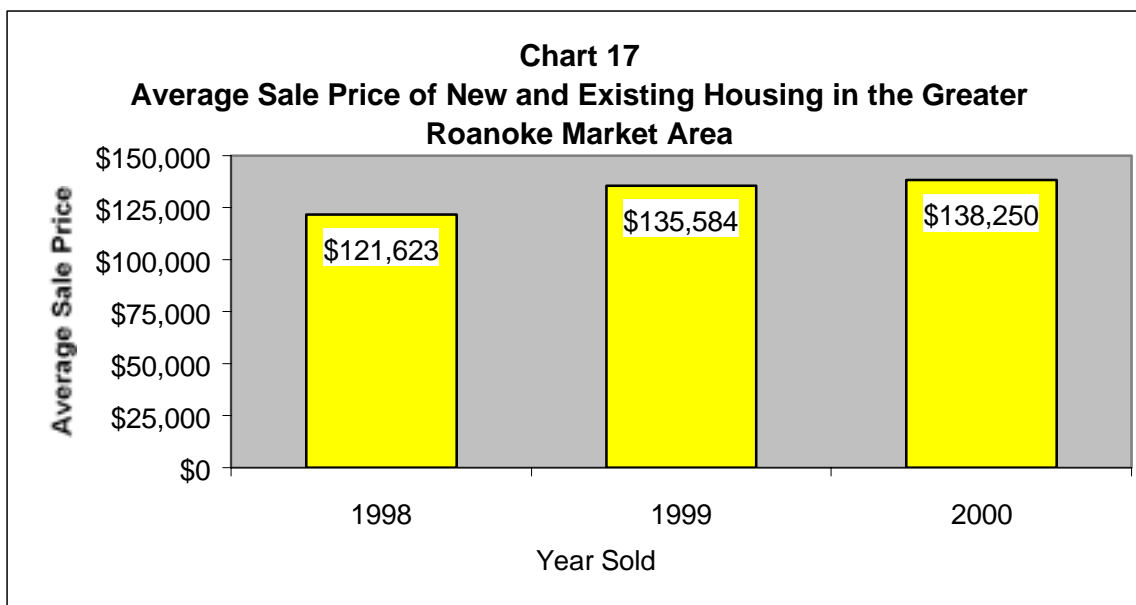


Chart 17 shows average sale prices for both new and existing homes sold in 1998-2000 in the Greater Roanoke Market Area



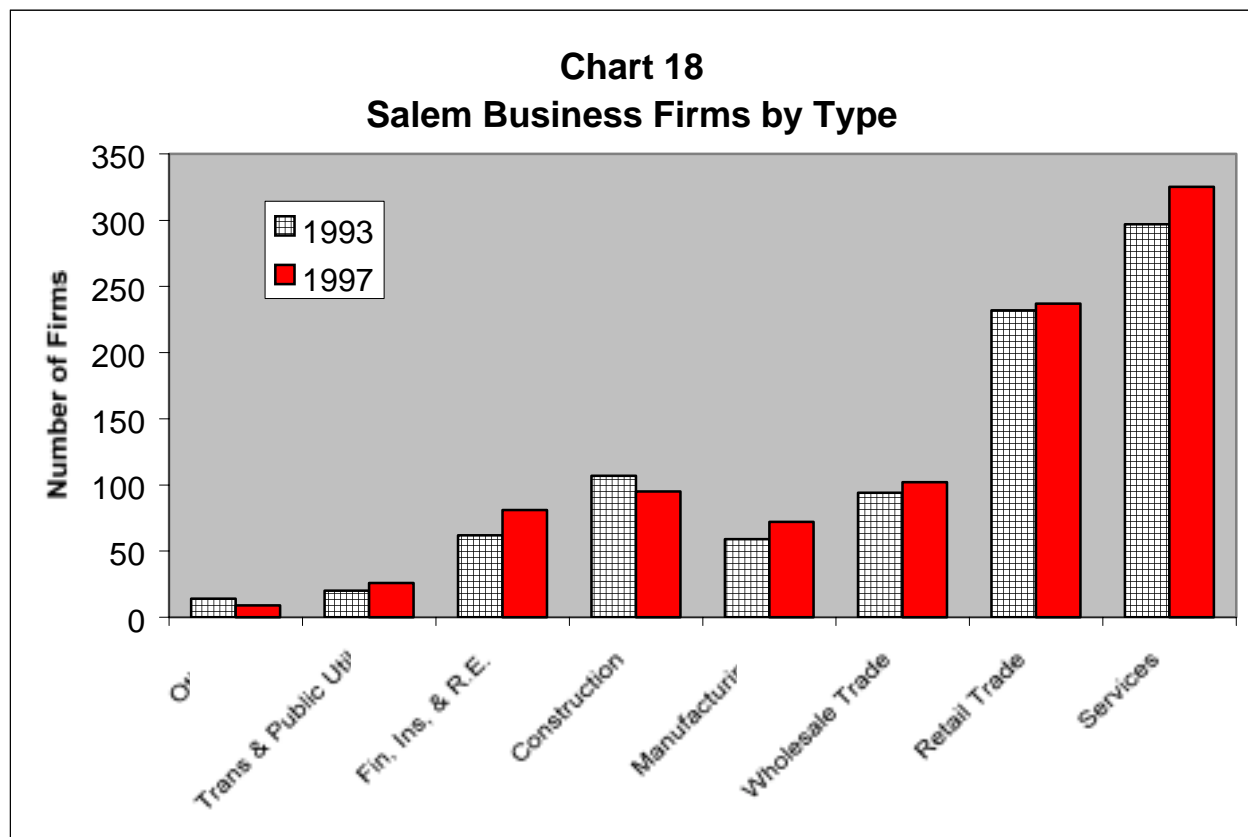
## ECONOMY

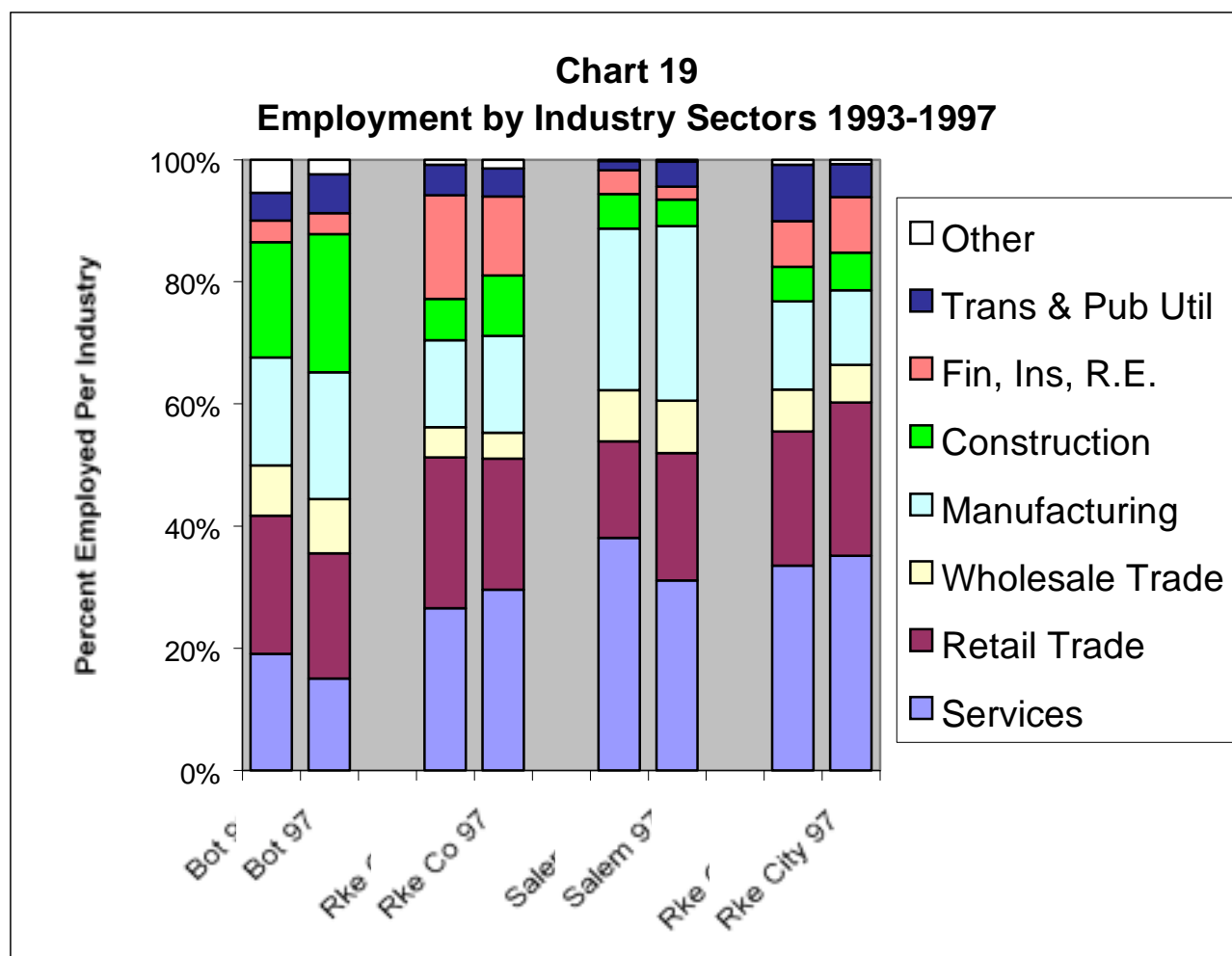
Several different indicators are used in this section to describe Salem's business environment. For example, businesses located in Salem are shown by both the number of firms and number of employees in each industry sector. Another chart shows the occupation of employed persons in the region. The remainder of the section discusses unemployment rates, commuting patterns, and income levels.

A comparison of Salem's statistics to those of other localities in the Roanoke Metropolitan Statistical Area (MSA) emphasizes Salem's role as a business center and its role as an important part of the region's overall economy.

### Employment

Chart 18 shows businesses in Salem, classified by industry sector (i.e., the type of business). It indicates the number of firms instead of the number of people employed. The latter is shown on Chart 19.



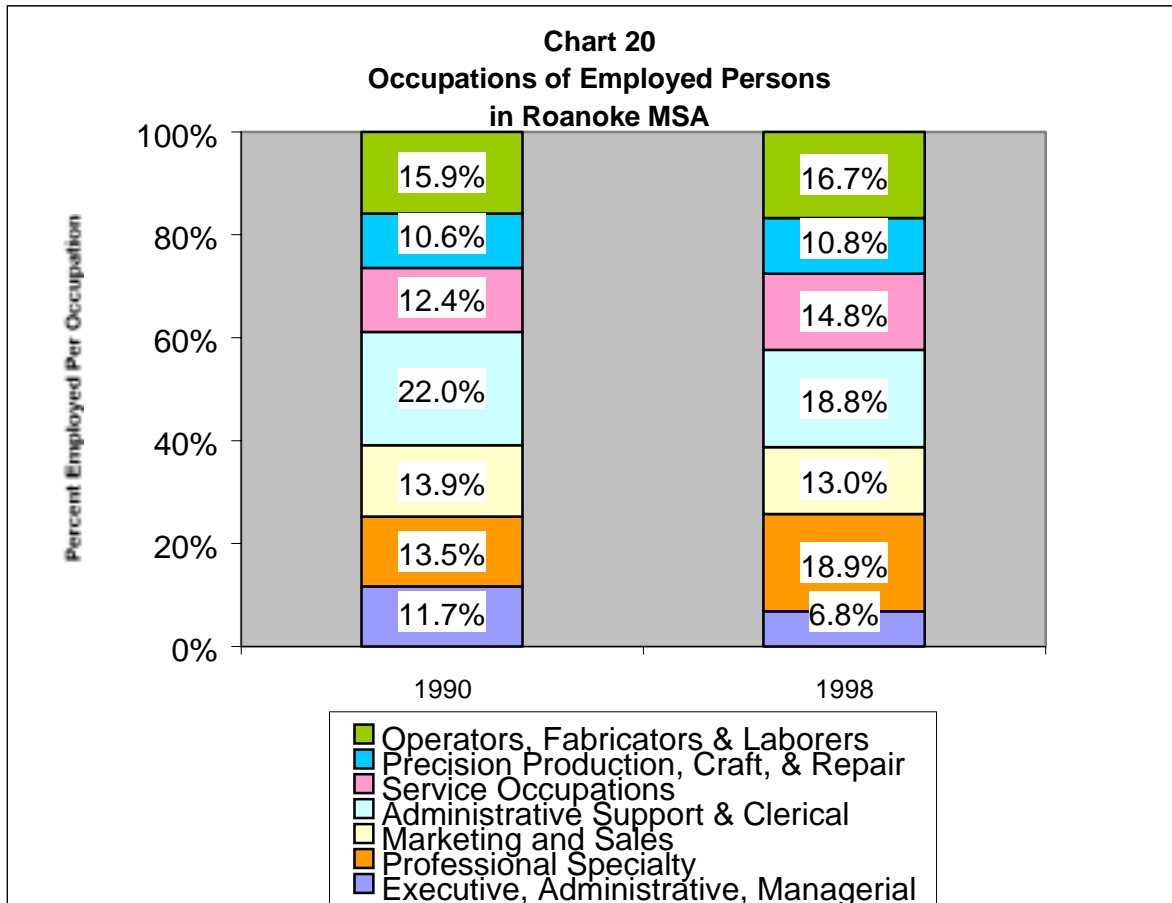


Instead of the number of firms, Chart 19 indicates the number of employees according to the type of firm or industry sector. For example, of the 22,577 people working in Salem in 1997, the highest percentage worked in Services (31.1%), followed by Manufacturing at 28.6% and Retail Trade at 20.8%. In Salem, Services, Retail Trade and Wholesale Trade are basic industries (defined as drawing customers from both inside and outside the locality). Supporting industries theoretically serve only the locality in which they are located (with the exception of industries such as manufacturing, where even a small company is likely to sell outside its locality). Basic and supporting industries are determined by comparing the ratio of jobs to people in a locality.

Chart 20 looks at occupations of residents in the region. Occupations do not necessarily correspond with industry sectors. For example, a person could work in the Manufacturing sector at a job defined as Administrative Support and Clerical.

The occupation with the highest percentage of employees in 1990 was Administrative Support and Clerical (22%) and the smallest was Precision Production, Craft, and Salem Pride and Progress

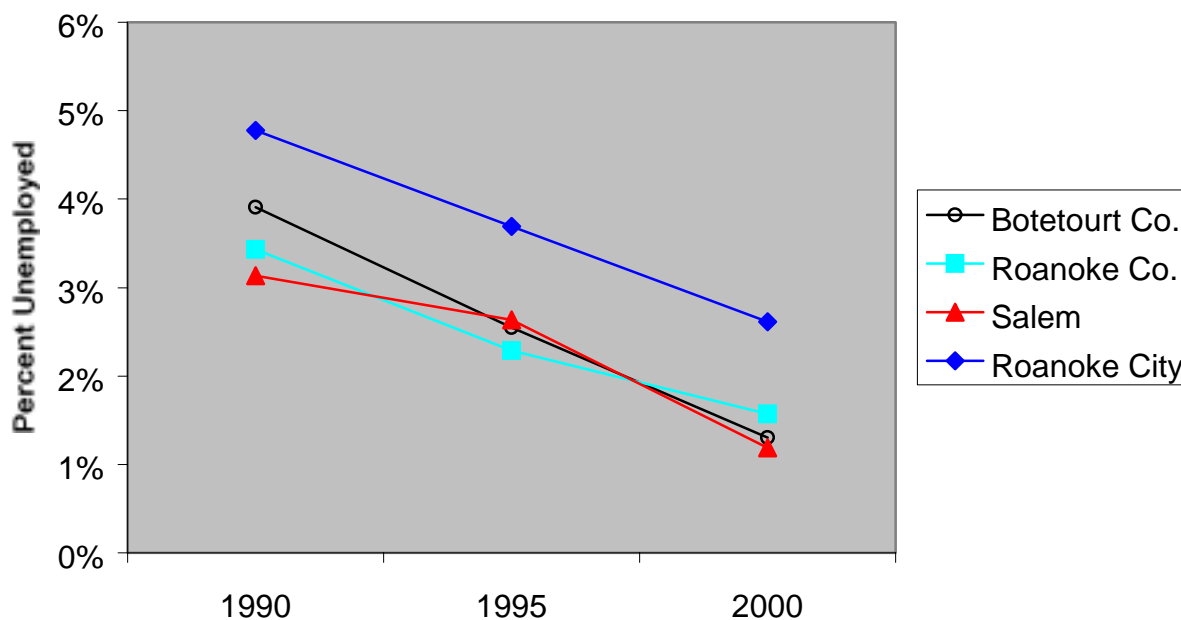
Repair (10.6%). The Professional Specialty occupation grew the most (from 13.5% of the total in 1990 to 18.9% in 1998), followed by Service Occupations (from 12.4% to 14.8%).



**Table 7**  
**Number of Jobs In Roanoke MSA**  
**1993-1997**

Locality	1997	2000	Percent Change 1997-2000
Botetourt County	6,026	7,457	23.7%
Roanoke County	21,311	32,494	52.5%
Roanoke City	73,658	77,274	4.9%
Salem	22,577	25,206	11.6%

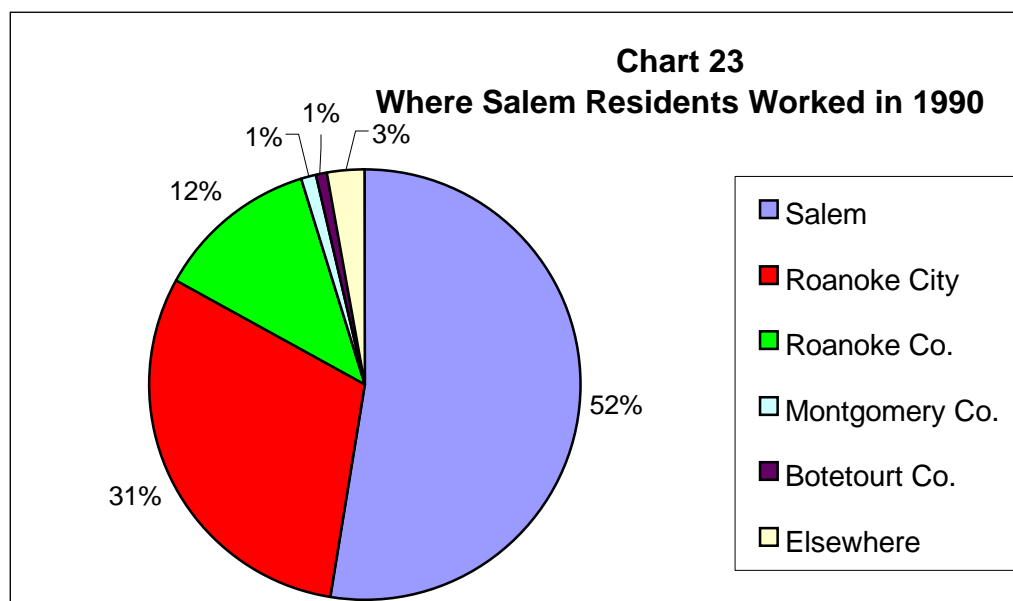
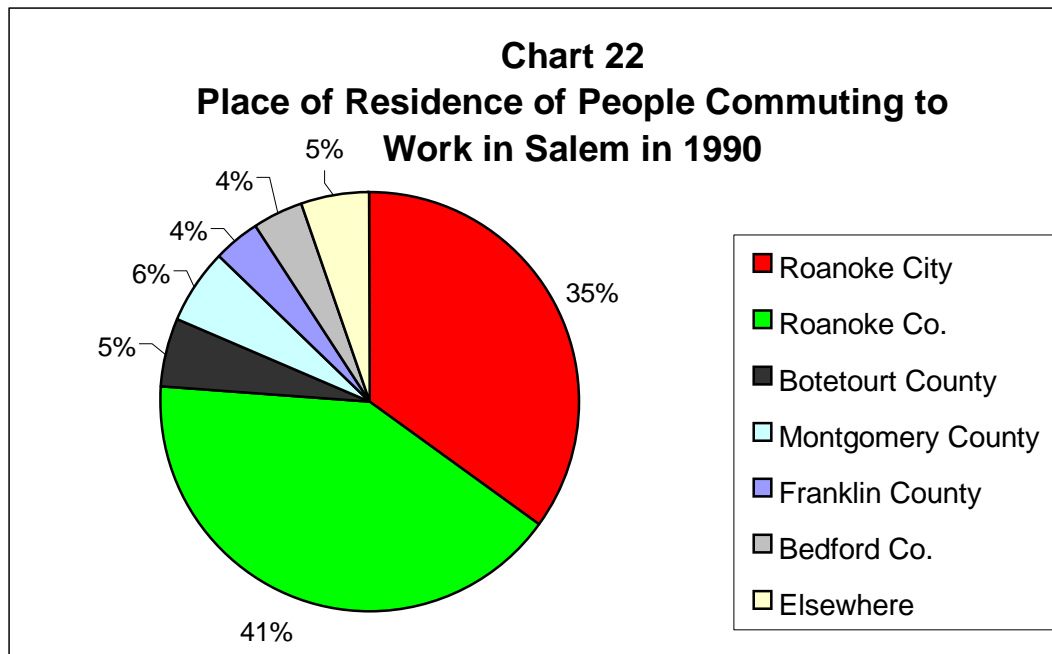
**Chart 21**  
**Unemployment Rate**



Source: Virginia Employment Commission

### Commuting Patterns

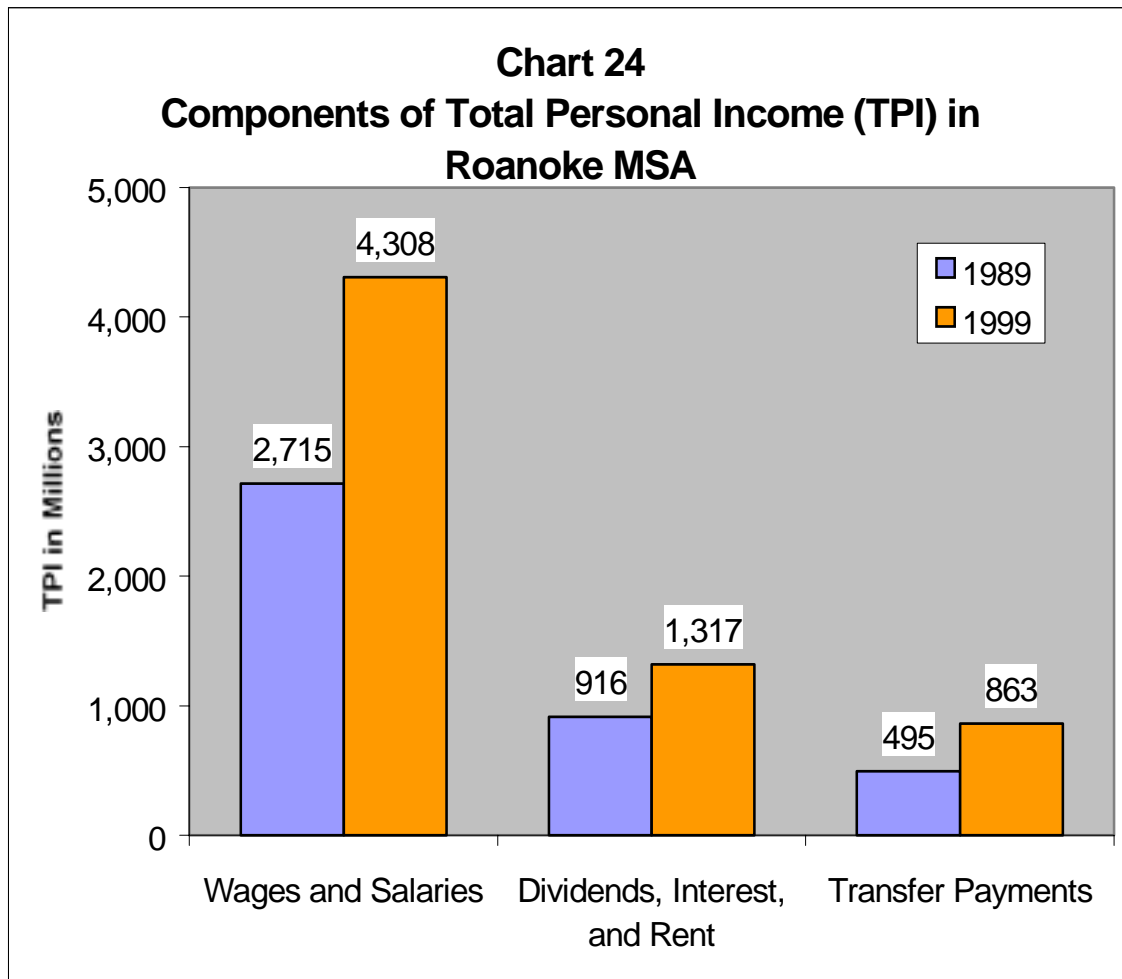
The U.S. Census Bureau collects information on where people work: specifically whether they work in the same locality where they live or go to another locality to work. The most recent information on this is from the 1990 Census and is shown in Charts 22 and 23. Chart 23 indicates that 52% of the people who worked in Salem in 1990 lived in Salem. Residents of other localities filled the other 48% of the 21,166 jobs in Salem that year. Most commuting was among the localities in the Roanoke MSA.



## Income

Personal Income is defined as income received from all sources. The three components of personal income are: wages and salaries; dividends, interest, and income from rent; and transfer payments. The Roanoke MSA's Per Capita Personal Income was \$18,466 in 1989 and \$28,491 in 1999. This represents an average annual growth rate of 4.4%. During this time, the nation's average annual growth rate was also 4.4%.

Another economic indicator is Total Personal Income (TPI) for a locality or region. Chart 24 shows the TPI for the Roanoke MSA in 1989 and 1999. The average annual TPI growth rate was 4.6% during those 10 years. This compares to the U.S. average annual TPI growth rate of 5.4%. Wages and salaries comprised approximately 66% of TPI in 1989 and 1999, and the smallest source of TPI in the Roanoke MSA was transfer payments.





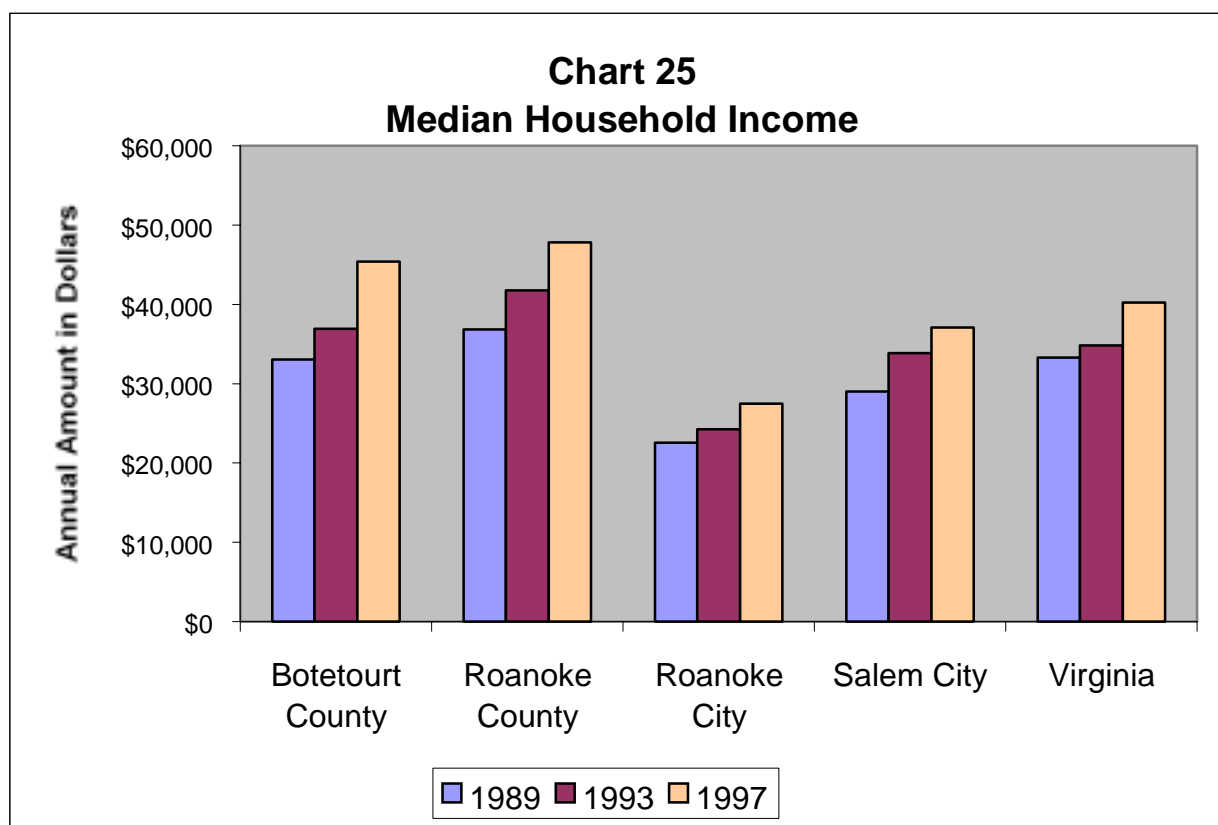
The average weekly wage in the second quarter of 2000 for the localities in the Roanoke MSA is shown on the next page. At \$632 a week, the wage in Salem was the highest in the MSA. However, it is smaller than the average weekly wage for the state (\$710).

**Table 8**  
**Average Weekly Wage**  
**Second Quarter 2000**

Locality	Botetourt County	Roanoke County	Roanoke City	Salem	Virginia
<b>Weekly Wage</b>	\$563	\$555	\$578	\$632	\$710

Source: Virginia Employment Commission

Median household income figures for 1989, 1993, and 1997 are shown in Chart 25. Although the 1989 figures represent incomes reported by households in the 1990 Census, the 1993 and 1997 figures are Census Bureau estimates. The Census Bureau reports that the estimates could be inaccurate by up to 10% (high or low). Thus the information below is presented with the understanding that when the 2000 Census figures are available, the income information may differ from the trends presented below.



## **Community Goals, Objectives, and Strategies**

Seven task groups developed the following goals, objectives and strategies. Each task group was comprised of CRC members and city employees knowledgeable of the specific topic. Using information and community input derived from earlier stages of the planning process, and their own community knowledge and experience, the task groups assessed local conditions and kept in mind the future of Salem. These goals, objectives and strategies are a plan for action, and provide directions towards a desired future for the Salem community

### **I. Economic Development**

Economic Development is the process of creating wealth in a community. A community's wealth can be in many different forms. For example, the income earned by Salem residents, the employment opportunities available in the city, local business investment in capital, the value of real estate, and even taxes paid for essential and desired public services, can all be seen as forms of community wealth. Economic development activities in Salem strive to enhance these forms of community wealth.

Salem has a varied and successful economic development strategy. A varied approach to economic development is the best way to promote a stable, healthy economy and a high quality of life in the community. Salem's economic strategy has focused on industrial and retail attraction and retention, and sports marketing and tourism activities. Because Salem businesses and residents participate in a regional economy, economic development activities in Salem contribute to the economic health in the region, and regional activities benefit Salem businesses and citizens.

Downtown plays an important role in the economic health of Salem. It is a service, retail, and governmental destination, drawing people and money into the city. Similarly, Roanoke College contributes significantly to the economy, with its students and faculty supporting a variety of Salem businesses, including many located downtown.

Sports marketing and tourism have been very successful components of Salem's economic development strategy. These activities bring people and money to the community, and help to promote Salem's image to a nationwide audience. The region benefits economically from these initiatives. The direct economic return to Salem could be increased if a greater supply of lodging opportunities were available in the city

Future economic development efforts can build upon the successes of the past. Future efforts must recognize that, as an independent city, Salem's boundaries are unlikely to expand. It has been estimated that up to ninety-five percent of the developable land in Salem has been developed. In addition, approximately twenty percent of land in Salem is tax exempt. (See Map) Creating new wealth in the community in the future will require that economic development activities focus on areas such as:

- Redevelopment of existing commercial and industrial areas into uses with higher economic value.
- Enhanced activities in the areas of existing business assistance/ retention.
- Increased focus on sports marketing and tourism initiatives at the national, state and regional levels.
- Possible increased participation in regional economic development activities and initiatives.

**Goal:** To create wealth within the Salem community and the larger region.

**Objective:** Increase the supply of available and usable commercial and industrial land within the community.

**Strategy:** Continue to identify, and encourage the development of, undeveloped parcels that are suitable for commercial and industrial use.

**Strategy:** Continue with existing plans to develop the Elizabeth Campus property with uses that contribute to the economic base and growth of the community

**Strategy:** Identify and pursue the redevelopment of underdeveloped commercial and industrial parcels that have the potential for higher economic value and return.

**Strategy:** Adopt a new official zoning map for Salem that accurately reflects areas suitable for existing and future commercial and industrial development.

**Strategy:** Utilize the Salem Industrial Development Authority as a active participant in the economic development process and use their bonding and acquisition authority and other powers to actively promote and participate in the economic development/redevelopment of the city.

**Strategy:** Continue the public acquisition and development of “ready-to-go” properties suitable for industrial development.

**Objective:** Participate in regional and state economic development activities, initiatives and partnerships.

**Strategy:** Continue participation in the Roanoke Economic Development Partnership

**Strategy:** Continue to inventory and market available industrial and commercial properties to prospects.

**Strategy:** Continue to evaluate opportunities to participate in regional economic development initiatives, including the development of joint economic development projects with other Roanoke Valley communities

**Strategy:** Expand partnerships with regional institutions of higher learning.

**Strategy:** Continue to participate in the regional Early Action Compact created to voluntarily address regional air quality

issues through proactive planning designed to reduce air emissions and improve air quality in the region.

**Objective:** Work to encourage the retention and expansion of existing businesses as a strategy to maintain and increase job opportunities in Salem.

**Strategy:** Initiate an existing business visitation and recognition program.

**Strategy:** Initiate and be an active participant in a business/city regional freight advisory council.

**Objective:** Expand Salem's sports marketing, tourism, recreation, and cultural opportunities.

**Strategy:** Explore the development feasibility of a 50,000-square-foot exhibit hall and hotel facility on property at or near the Salem Civic Center.

**Strategy:** Evaluate future alternative uses for Mowles Spring Park and develop a master plan based upon the recreational and cultural needs of the community and the property's development feasibility.

**Strategy:** Continue to participate in regional initiatives to develop a Roanoke Valley Greenway System and work to implement Salem's portion of the system using funding available from local, state, federal and other sources.

**Strategy:** Continue to explore the creation of partnerships with other public and private agencies and organizations for the purpose of developing and maintaining recreational and cultural opportunities for Salem citizens.

**Strategy:** Support the recreational and cultural initiatives of Roanoke College and encourage the expansion of those initiatives for the benefit of the community.

**Strategy:** Continue to evaluate the adequacy of gymnasium space at all elementary schools to determine suitability to accommodate existing and needed school and community recreational programs.

**Strategy:** Continue to market and promote the City's historical, cultural, and recreational attractions to residents and tourists.

**Strategy:** Continue to sponsor and participate in the organization of Salem street festivals and fairs as a means of promoting tourism in the city.

- Strategy:** Continue to promote retail activity in Salem.
- Objective:** Work to ensure the availability of a well-trained labor force that meets the needs of existing and prospective businesses.
- Strategy:** Continue to work cooperatively with secondary and post-secondary educational institutions to ensure that educational offerings and training meet the needs of local businesses.
- Strategy:** Establish an education/industry advisory council for the purpose of identifying industrial labor force training needs.

## **II. Education**

Salem's public school system is of high quality and a significant asset to the community. An educational destination respected and admired throughout the region, the school system is a key element contributing to Salem's quality of life, and to a positive cultural and economic future for the city.

Quality has a price tag. The existing high quality of public education in Salem is directly connected to the levels of funding now provided by the city. The quality of instruction and the strength of technological and other teaching and learning resources are related to the funding invested.

Looking to the future, Salem's school system must continue to be competitive and excel. Labor force training, adult education, and technology access are but three areas where the school system can offer expertise to the community. The aging population of our community coupled with the changing workplace and competitive economic environment all dictate that Salem citizens must be educationally well prepared for future challenges.

**Goal:** To enhance the quality of the City of Salem school system.

**Objective:** Adopt the City of Salem school system's six-year plan and capital improvement plan as part of the city's long-range plan.

**Strategy:** As financial resources become available, implement recommendations of the school system's energy management study.

**Objective:** Continue to allocate at least 50 percent of the city's budget to the school system. When possible, increase the total amount of funding for the school system.

**Strategy:** Work with Roanoke Valley legislators to increase state and local funding for education.

**Strategy:** Continue to research grant and other educational funding sources.

**Objective:** Provide computer access to all children enrolled in the City of Salem school system. Identify and provide funding sources to upgrade technology according to the school system's technology plan.

**Strategy:** Fully implement the school system's 2000-2006 Six –Year Technology Plan.

**Strategy:** Develop a business partners program as a strategy to fund the implementation of the technology plan.

**Objective:** Work to ensure the availability of a well-educated and trained labor force that meets the needs of existing and prospective businesses.

- Strategy:** Appoint a task force of members representing the school system and regional businesses to identify and recommend labor force training needs.
- Strategy:** Evaluate the school system's current plan for job training.
- Strategy:** Develop a program for comprehensive job training to meet the current and future needs of the community.
- Objective:** Encourage more communication between the public library and the school system so that the public library can better meet the needs of students.
- Strategy:** Appoint a task force of representatives of the school division and the public library for the purpose of developing a plan to improve communication between the school system and the library.
- Objective:** Continue to attract and retain high-quality teachers and staff.
- Strategy:** Provide state and local funding for competitive salaries.
- Strategy:** Continue to provide periodic evaluations of teachers in order to retain only the best.
- Objective:** Work cooperatively with the local cable television provider to fully integrate local cable television as an educational resource in the community.
- Strategy:** Appoint a task force to assess opportunities to more fully integrate cable television as an educational resource, and develop a plan for the integration.
- Goal:** To improve the educational opportunities for adults in the community.
- Objective:** Assess the educational needs of adults in Salem.
- Strategy:** Appoint a task force to survey adults in Salem regarding their educational needs.
- Objective:** Strengthen the relationship with Roanoke College, Virginia Western Community College and the Roanoke Higher Education Center to provide educational and cultural opportunities for the community.
- Objective:** Discuss with Roanoke College ways to take advantage of the college's cultural offerings and adult programs, such as the Elderscholars' program, for the benefit of all Salem area residents.
- Objective:** Assess the willingness of senior citizens to provide educational opportunities for school-age students as well as adults in Salem.
- Objective:** Improve job training opportunities for adults in the community.

- Strategy:** Using the public library as a resource, assess the need for improved adult job training opportunities and develop a plan to meet job-training needs.
- Objective:** Eliminate the “digital divide” in the city by working to provide a computer in every Salem home.
- Strategy:** Assess the number of families with access to a computer in their home.
- Strategy:** Identify funding sources (state, federal, private) available to provide for computer access in every home.
- Objective:** Educate citizens about environmental sensitivity and awareness issues.
- Strategy:** Appoint a task force to educate the community about these issues. Task force should include representatives from the school system, the public library, local colleges, the community and the city’s Public Information Officer.



### **III. Government Services**

Salem residents enjoy a high quality of life. One factor contributing to this high quality of life is the government services offered by Salem to its residents. Services are offered by City Council and professional staff from a strong business perspective, with a focus on continuous improvement. This section highlights goals, objectives and strategies for some of the more visible city services.

#### ***Public Library***

The Salem Public Library contains over 110,000 books, videos, DVD's, magazines, newspapers, music recordings, and audio books in a 16,000-sq. ft. building. The library is open 67 ½ hours per week and has a staff of 11 Full-time employees. Approximately 7,000 items are added to the collection each year, and 2,000 are deleted. In 2001 patrons visited the library over 184,700 times and checked out more than 205,000 items. About 3,100 attended library programs. The library's internet workstations were used by 20,253 people.

**Goal:** To continually improve the usefulness of its facility and collections to the community by fulfilling the following roles:

- Provider of popular materials for all ages
- Community Information Center
- Children's door to learning
- Independent learning center for all ages

**Objective:** Continue to maintain and improve the library's automated catalog and checkout system.

**Strategy:** Continue to work with Roanoke City and Roanoke County on the development of a Windows/Web based automated system as an upgrade to the existing 11-year-old automated system.

**Objective:** Continue to improve computer access opportunities for library patrons and library staff.

**Strategy:** Establish a computer lab for library staff, other city employees, and for library sponsored instructional classes for the public.

**Strategy:** Double the number of internet workstations to 20 to eliminate waiting for internet access.

**Strategy:** Establish a wireless internet access system in the library to allow more flexibility in the location of workstations.

**Objective:** Maintain and improve the library's capital facilities to ensure that it continues to meet the changing needs of the community.

**Strategy:** Conduct an evaluation of the library building within the next 10 years to determine the need for renovation or expansion based upon current library trends.

**Objective:** Encourage more communication between the public library and the school system so that the public library can better meet the need of students.

**Strategy:** Appoint a task force of representatives of the school division and the public library for the purpose of developing a plan to improve communication between the school system and the library.

### ***Public Information/Community Relations***

**Goal:** To provide high quality and effective communication of public information to the citizens of Salem.

**Objective:** Continue to expand and improve the use of technology in the dissemination of information to the citizens of Salem.

**Strategy:** Continue to use and further develop Salem's government access channel and government radio station as ways to distribute timely information to Salem citizens.

**Strategy:** Further develop and use Web applications as a method of disseminating public information and providing public services to Salem citizens.

**Strategy:** Explore the technical and cost feasibility of establishing internet access for all Salem residents.

**Strategy:** Continue to develop Salem's GIS system as a tool to manage public information and share that information with citizens.

**Strategy:** Prepare a "Citizens Guide to Salem" that highlights Salem's services and laws.

**Objective:** Continue to improve communications and information dissemination to the citizens of Salem.

**Strategy:** Continue to use community meetings as a strategy to inform the public and solicit community information and opinions on local issues.

### ***Parks and Recreation***

The Department of Parks and Recreation provides the citizens of Salem with year-round programs and activities, which are geared for all ages. Programs are divided into Senior Citizens Center, James Moyer Sports Complex, Adult Sports, Youth Sports, Community Activities and Special Events. The programs are operated with a full-time staff of 14 and a number of part-time people, such as field maintenance workers, instructors, game officials, summer special events workers, summer interns, sports clinic leaders and volunteer coaches.

**Goal:** Continue to provide high quality park and recreational services that meet the diverse needs of Salem residents.

**Objective:** Continue to provide recreational facilities and programs to meet the needs of the community.

**Strategy:** Reassess the need for the development of an indoor recreational facility for the citizens of Salem.

**Strategy:** Continue to reassess the need for additional large outdoor athletic fields.

**Strategy:** Assess the need for and feasibility of constructing a “Dog Park” on publicly owned land.

### ***Fire and Emergency Medical Services (EMS)***

The Salem Fire and EMS Department currently consists of 62 full-time employees who are diverse in performance of their assigned duties. They are highly trained in many areas of fire and emergency medical services.

**Goal:** To provide for a high quality of life for the residents of and the visitors to the City of Salem through the protection of life and property and the provision of advanced life support and pre-hospital emergency care.

**Objective:** Continue to provide rapid and professional fire suppression and emergency medical service response.

**Strategy:** Provide all fire and EMS personnel with the training necessary to stay current with changing practices and procedures and the requirements as outlined by the Virginia Department of Fire Programs, Virginia Office of EMS, Virginia Department of Emergency Management, and other certifying agencies.

**Strategy:** Continue to support the Salem Volunteer Rescue Squad.

**Objective:** Continue to design and provide a variety of citizen safety education programs.

- Strategy:** Continue citizen safety education programs in the areas of fire prevention and safety, first aid, CPR, and bicycle safety.
- Strategy:** Continue the on-going building fire inspection program for city residents and businesses.
- Strategy:** Develop new citizen safety and education programs, as community needs are identified, and resources permit.

### ***Constitutional Officers***

Salem's Constitutional Officers provide a wide range of vital services to Salem residents. The City Treasurer and Commissioner of Revenue are located in City Hall. The Commonwealth Attorney, Sheriff, and Clerks of the Circuit and General District Courts share facilities at the Salem Courthouse on East Calhoun Street.

Growth in court functions and court related activities have resulted in a shortage of space in the courthouse facility. The clerks of both courts are currently operating at personnel levels below that authorized by the Virginia Compensation Board. Although the various constitutional officers that occupy this space have historically cooperated to meet the changing needs of each department, there remains a shortage of space for both existing personnel and storage needs. In addition, the design and size of the courtrooms does not accommodate the needs of some jury trials, or the occasional increased demand placed on the facility by the Court of Appeals. An overall space assessment of the facility is warranted based upon these existing and anticipated future needs.

**Goal:** To provide the public facilities necessary for Salem's Constitutional Officers to provide efficient and secure services to the residents of Salem.

**Objective:** Undertake a comprehensive assessment of the facility needs of Salem Constitutional Officers.

**Strategy:** Retain the services of a professional architect to undertake a comprehensive space needs assessment of the Salem Courthouse.

### ***Police***

The Salem Police Department possesses a rich and honorable heritage. With an authorized strength of 63 sworn personnel, 25 civilian support personnel and eight part-time employees, the Department's primary mission is to protect the life, individual liberty and property of all people within the City of Salem, Virginia. Since September 1997 the Department has held the prestigious status of accreditation under the auspices of the Virginia Law Enforcement Professional Standards Commission. This achievement represents a milestone in the history of the Salem Police Department.

The department is organized into four divisions that work together to carry out the mission of the department. These four divisions are the Communications Division, the Detective Division, the Patrol Division, and the Services Division. In addition to these divisions, a number of specialized units exist to provide needed services to the Salem community.

**Goal:** To protect the life, individual liberty and property of all people within the City of Salem.

**Objective:** To provide and enhance the capital facilities and equipment necessary to provide professional police services to the Salem community.

**Strategy:** Continue planning activities for the renovation and expansion of the Salem Public Safety Building. Renovations will include an expanded communications center, additional classroom, and additional locker space.

**Strategy:** Continue funding for the acquisition of modern technology for the police department.

**Objective:** To continue to provide a highly-trained police force through the provision of mandatory and optional training opportunities.

**Strategy:** Continue to provide officer training through the programs offered by the Cardinal Criminal Justice Training Academy.

**Strategy:** Continue to take advantage of and provide specialized training opportunities designed to enhance the knowledge and skills of department personnel.

**Objective:** Continue and expand the department's community relations activities.

**Strategy:** Continue Salem's neighborhood watch program for the crime prevention and community relations benefits derived.

**Strategy:** Continue to educate and inform Salem citizens on Police Department programs and services through the Annual Open House.

#### **IV. Housing and Neighborhoods**

Salem is a community of neighborhoods. Whether it is one of Salem's older neighborhoods, or one of the new developments of the 21<sup>st</sup> century, Salem offers residents a variety of housing styles, ages and price ranges. Single-family homes, apartments, townhouses, and manufactured homes are just four of the many housing types available to existing and future residents.

Many of Salem's older neighborhoods have considerable historic character and significance. From the Victorian architecture which stretches from North Broad Street past Pennsylvania Avenue, the rich history of Salem is evident and the progressive lifestyle that Salem residents enjoy is clearly defined. A challenge for Salem is to devise a way to preserve our historic architecture while allowing new development and redevelopment to occur in a manner that is acceptable to the community. This is a challenge faced by communities across the country.

The creation of a local historic conservation district that achieves this balance is one alternative that should be explored by Salem. Geographically, this district could encompass an area such as Main Street from the intersection of Lynchburg Turnpike westerly to Langhorne Place; northern boundaries at Hawthorne Road and southeasterly along the Boulevard, including Pennsylvania Avenue and connecting streets to 4th Street.

Salem's fixed boundaries, compact size, and dwindling supply of vacant land are three factors that are influencing the current character of Salem neighborhoods. These factors will also influence future housing development and neighborhood character in Salem.

Salem's compact size results in the close proximity of land uses of differing intensities. Future zoning codes should recognize this pattern and provide for design techniques that include screening and buffering standards to mitigate impacts.

The lack of developable land in Salem has resulted in a shortage of land for all land uses, including housing. Future housing developments that incorporate development techniques, such as cluster and zero lot line development, will reflect a more efficient land use pattern, and allow an infill pattern of development on more of the remaining small parcels of vacant land. It is important however that future infill development be compatible with surrounding land uses. Historically, some infill development has not been compatible with the architectural styles and scale of surrounding homes. This trend has been most prevalent in older neighborhoods near downtown Salem and Roanoke College.

##### **Key Terms**

**Cluster Development** – A development design technique that concentrates buildings in specific areas on a site to allow the remaining land to be used for recreation, common open space and/or preservation of environmentally sensitive features.

**Infill Development** - New development that is served by existing water lines, sewer lines and streets, thereby eliminating the need to extend these services into new areas.

**Zero Lot Line Development** – A pattern of development that allows or requires one or more building setbacks to be "zero", thereby increasing the usability of the remaining set back areas.

Historically, some infill development has not been compatible with the architectural styles and scale of surrounding homes. This trend has been most prevalent in older neighborhoods near downtown Salem and Roanoke College.

Roanoke College contributes significantly to the character of Salem and the high quality of life in the community. As in most college communities, the college's student housing needs are being partially met by Salem's private housing market. This has resulted in the conversion of some

single-family homes into investment housing in neighborhoods near the college. In some cases, the absentee ownership of these properties has fostered a lack of property maintenance and associated community appearance issues. The stringent enforcement of existing codes and the adoption of additional (codes) can go a long way towards addressing the housing/appearance issues on many neighborhoods.

**Goal:** To maintain and enhance the character and quality of Salem's housing and neighborhoods.

**Objective:** Continue and explore opportunities to expand the cooperative working relationship between Salem and Roanoke College on issues pertaining to the college's impact on the community

**Strategy:** Continue the periodic meetings between the city's administrative staff and college officials on issues of mutual concern to Salem and the college.

**Objective:** Explore the adoption of a formal historic conservation overlay district in Salem.

**Strategy:** Seek the assistance of the Virginia Department of Historic Resources to undertake a historic reconnaissance survey in Salem.

**Strategy:** Consider a public education campaign to provide public education on the pros and cons of creating a historic conservation district in Salem.

**Strategy:** Initiate public discussion on the possible creation of an "Olde Towne Salem" historic conservation district to determine if a community consensus exists on the creation of the district.

**Objective:** Promote and encourage new housing construction that is compatible with the existing quality and character of Salem's older established neighborhoods.

**Strategy:** Explore the adoption of zoning standards that provide incentives for property owners to develop infill housing compatible with the surrounding neighborhoods

**Objective:** Explore regulatory approaches using Salem's zoning and building codes to address housing quality and maintenance issues.

**Strategy:** Investigate the adoption of the applicable provisions of the BOCA Volume II property maintenance code to ensure that all properties in Salem are properly maintained for the health, safety, and welfare of all Salem citizens.

- Strategy:** Evaluate, and if necessary, revise Salem’s existing weed and trash codes to determine if these codes are adequate.
- Strategy:** Place a priority on enforcement of existing codes and ensure that adequate staff is available to fully enforce codes designed to address housing quality and maintenance issues.
- Strategy:** Ensure that the building official and other code enforcement personnel have all of the authority allowed by law to quickly and efficiently resolve building and code violations.
- Strategy:** Explore the use of civil penalties as a strategy to ensure compliance with local zoning codes.
- Strategy:** Evaluate the current fines associated with building code and zoning violations, and consider increasing these fines to the maximum allowed by law.
- Strategy:** Initiate public educational programs on zoning standards and zoning violations and the need for compliance.
- Objective:** Promote and encourage through incentives home ownership, and the development of a variety of new housing and neighborhood styles in Salem.
- Strategy:** Amend the city zoning ordinance to allow the development and construction of zero lot line and cluster developments in the community.
- Strategy:** Encourage, through the zoning ordinance, the construction of scattered, smaller scale, multi-family developments in locations that are compatible with existing and proposed land uses.
- Strategy:** Explore, and possibly adopt, amendments to the city’s zoning and subdivision ordinance that would allow the limited development of private roads as a strategy to encourage creativity and flexibility in neighborhood design.
- Objective:** Encourage and promote new development in Salem that is compatible with existing and planned residential areas.
- Strategy:** Adopt a new future land-use map that balances the need for all land uses in Salem, and provides for the location of future commercial and industrial land uses in locations that are compatible with Salem’s existing residential areas.
- Strategy:** Continue to maintain and enforce screening, buffering and landscape standards for new development in Salem.



- Strategy:** Consider the adoption of new zoning standards that would provide that certain intensive commercial and industrial uses would be allowed only by special use, thereby insuring the neighborhood compatibility of the proposed use.
- Strategy:** Encourage through zoning and subdivision standards the development of neighborhood amenities such as sidewalks and landscaping in new residential developments.
- Strategy:** Reduce frontage requirements for new single family lots platted in Salem.
- Strategy:** Continue to explore strategies and programs designed to promote the construction of affordable housing in Salem.

## **V. Land Use and Community Appearance**

Salem's compact form contributes significantly and positively to its small city character. In recent years, new infill development and redevelopment have heightened the public's awareness of land use planning issues and the role that local development codes play in shaping the character of Salem's built environment. The importance of achieving compatible development will be increased in the future as land uses in Salem continue to evolve. The following goals, objectives, and strategies are designed to address identified local issues pertaining to future land use and community appearance.

**Goal:** Provide additional space for the development or expansion of industrial and commercial business in Salem.

**Objective:** Identify properties that are currently not being used or are underutilized or otherwise blighted. Then begin a process that will lead to reclaiming these properties so they can be returned to an active, productive use, thereby creating new job opportunities and vital tax revenues.

**Strategy:** Determine the availability of federal and state programs or grants that would provide financial funding to help facilitate the development of such properties.

**Strategy:** Establish an Industrial Redevelopment Authority that would allow Salem to identify blighted or under-utilized industrial properties and take action to reclaim them and return them to full commercial use.

**Goal:** To improve the beauty and appearance of the City of Salem.

**Objective:** To initiate action plans to place flowers, trees, and/or shrubbery throughout the business area of the City.

**Strategy:** To seek funding for this project from the City of Salem and local civic and business groups.

**Strategy:** Develop a committee to contact existing businesses regarding the importance of landscaping and to provide a link with Virginia Tech and Virginia Western Community College for landscape design assistance.

**Strategy:** Recognize those individuals, businesses and developers that have excelled in landscaping and maintain good landscaping standards at all times. This should be an ongoing project.

**Objective:** Insure that the highest development standards are met when city-owned property is sold for development

**Strategy:** Establish strict construction and landscaping requirements for city-owned property sold for development.

- Strategy:** Screen potential purchasers and developers closely to ensure that the proposed project will contribute to the achievement of this goal.
- Strategy:** Ensure that any future development on the Elizabeth Campus property is undertaken with concern for compatible architectural styles, parking lot design and location, lighting, and the incorporation and reservation of open space and walkways for the benefit of Salem residents.
- Objective:** To initiate action plans that will enhance the beauty of Salem for residents and visitors.
- Strategy:** Consider amending the City's landscaping ordinance to require additional landscaping along front property lines and within parking lots for each new property developed for business/commercial use and each redevelopment of property for business/commercial use.
- Strategy:** Consider enforcing the existing landscaping ordinance by requiring that the physical improvement cash bond amount stated in regulations be submitted at the time site plans are presented for approval. Such landscaping bonds will be secured for two years from the date of planting.
- Goal:** Protect established residential areas from the negative impact of commercial development.
- Objective:** To exercise good judgement and sound reasoning when evaluating property rezoning requests that could impact residential areas.
- Strategy:** Minimize approval of spot zoning requests.
- Strategy:** Encourage development of commercial and industrial business in areas that have been previously designated for such use.
- Goal:** Designate areas within the City of Salem where commercial and industrial development consistent with Salem's Business Commercial (BC) zoning district is desired and preferred.
- Objective:** Identify properties within the City that are suitable for this type of development.
- Strategy:** Incorporate the designation of these properties into the revision to our Comprehensive Plan.
- Strategy:** Designate the location of these properties on our revised land-use maps.

**Strategy:** Develop a marketing program to promote the excellent qualities of this area and the availability of these choice construction sites for industries and technology firms compatible with BC zoning.

**Goal:** Create additional developable residential properties in Salem.

**Objective:** The Planning Commission and the Planning Director will review current regulations that apply to:

- A. Private roads,
- B. Easements,
- C. Set-back lines,
- D. Reconstruction and Infill, and
- E. Lot Width Standards

**Strategy:** Determine if amendments to the regulations are feasible at this time and incorporate any amendments into our zoning ordinance.

**Goal:** Reduce the negative effect of excessive lighting and over amplification of sound systems throughout the City of Salem.

**Objective:** Improve the quiet enjoyment of Salem as a place to live and work.

**Strategy:** Review City Code standards pertaining to acceptable levels of sound and light.

**Strategy:** Consider the adoption of zoning ordinance amendments to define permissible lighting levels and fixture types.

**Strategy:** Consider forming a committee to provide recognition of those businesses that have made constructive changes and thereby contributed to the achievement of this goal.

**Goal:** To preserve, to the maximum extent possible, the scenic landscapes, especially the mountainsides and ridgelines, in and around Salem, thereby saving one of the quality of life features, which our citizens value most.

**Objective:** Work with other jurisdictions in the valley to preserve the view sheds on the mountainsides and ridgelines around the greater Roanoke Valley.

**Strategy:** Support other valley governments, the State of Virginia, and other agencies and organizations to acquire conservation easements on the valley's mountainsides and ridgelines to preserve the beauty of the natural undeveloped landscapes.

## **VI. Open Space**

Salem has an extensive variety of park and recreational areas and facilities to help meet the leisure needs of the citizens. These open spaces and park and recreational facilities are valuable community resources that contribute to the high quality of life in the community.

Geographically, Salem is substantially developed, with very little privately held vacant land or open space remaining in the community. As Salem continues to grow and develop economically, these open spaces will compete with other land uses such as residential, commercial and industrial development. As a strategy for effective land management, Salem needs to balance these competing land use needs, recognizing the importance of all land uses to the health of the community and its residents.

**Goal:** To continue to provide through public and private actions, a variety of attractive, safe, and accessible parks, recreation, and open space areas throughout the city.

**Objective:** Preserve and enhance the city's existing parks, recreational and open space areas.

**Strategy:** Identify, inventory, and report to the community the location of recreational and open space areas in the community.

**Strategy:** Continue to adequately fund the preservation and enhancement of the city's existing parks, recreational and open space areas.

**Strategy:** Continue to improve and develop currently undeveloped public property for park, recreational, and open space uses that meet the agreed upon leisure needs of the community.

**Objective:** Explore opportunities to expand existing and acquire new park, recreational and open space areas in the community.

**Strategy:** Identify park, recreational and open space opportunities in areas of the city where none exist.

**Strategy:** Continue to participate in regional initiatives to develop a Roanoke Valley Greenway System and work to implement Salem portions of the system using funding available from local, state, federal, and other sources.

**Strategy:** Continue to look for opportunities and strategies to incorporate park, recreational, and open space areas as part of new development in Salem.

**Strategy:** Evaluate future alternative uses for Mowles Spring Park, and develop a master plan based upon the recreational and cultural needs of the community and the property's development feasibility.

**Strategy:** Ensure that open space is incorporated into the design of new development that occurs on property acquired from the City of Salem. e.g., the Elizabeth Campus.

**Objective:** Encourage private property owners to preserve and enhance their properties for park, recreational, and open space uses.

**Strategy:** Promote the use of conservation easements as a tool to preserve privately-owned open space in areas of the city that are consistent with Salem's land use plan.

**Strategy:** Consider adopting zoning amendments that provide developers density and other incentives in exchange for the permanent preservation of open space areas incorporated as part of new development.

## **VII. Transportation and Infrastructure**

Maintaining and enhancing a community's transportation and infrastructure systems are among the primary responsibilities of Virginia municipalities. Salem is known for the quality of services provided in these areas. Service needs are anticipated, and facilities and operations are planned to meet expected needs.

### ***Transportation Planning***

Transportation planning in Salem is a regional collaborative process, led by the Metropolitan Planning Organization (MPO) and other key stakeholders in the regional transportation system. The Roanoke Valley Area MPO is a transportation policy-making organization made up of representatives from area local governments and state and federal transportation authorities. The Federal Surface Transportation Assistance Act of 1973 required the formation of a MPO for any urbanized area with a population greater than 50,000.

MPO's were created in order to ensure that existing and future expenditures for transportation projects and programs were based on a comprehensive, cooperative, and continuing (3-C) planning process. State and federal funding for transportation projects and programs are channeled through this planning process.

Local MPO's prepare a variety of transportation plans to guide and coordinate transportation improvements within a region. Two of the most important plans for localities, including Salem are the Long Range Transportation Plan (LRTP) and the Transportation Improvement Program (TIP) . These two plans are incorporated into this comprehensive plan by reference.

**Long Range Transportation Plan (LRTP):** This transportation plan is the statement of the ways the region plans to invest in the transportation system. The plan shall include both long-range and short-range program strategies/actions.

The plan has several elements, for example:

- Identify policies, strategies, and projects for the future;
- Determine project demand for transportation services over 20 years;
- Focus at the systems level, including roadways, transit, non-motorized transportation, and intermodal connections;
- Articulate regional land use, development, housing, and employment goals and plans;
- Estimate costs and identify reasonably available financial sources for operation, maintenance, and capital investments
- Determine ways to preserve existing roads and facilities and make efficient use of the existing system;
- Be consistent with the statewide transportation plan; and
- Be updated every five years, or three years in air quality non-attainment and maintenance areas.

**Transportation Improvement Program (TIP):** The TIP is a financially constrained three-year program covering the most immediate implementation priorities for transportation projects and strategies from the metropolitan transportation plan. It is the region's way of allocating its limited transportation resources among the various capital and operating needs of the area, based on a clear set of short-term transportation priorities.

Under federal law, the TIP:

- Covers a minimum three-year period of investment;
- Is updated at least every two years;
- Is realistic in terms of available funding (known as a fiscally constrained TIP) and is not just a “wish list” of projects;
- Conforms with the SIP for air quality if the region is designated a non-attainment or maintenance area;
- Is approved by the MPO and the governor for air quality; and
- Is incorporated into the statewide transportation improvement program (STIP).

Several Salem transportation related projects are included in these two planning documents. Major projects include:

### **Improvements to Interstate 81**

Interstate 81 is a vital transportation link connecting Salem and the Roanoke Valley to other parts of Virginia and the nation. Safety and traffic capacity considerations have resulted in plans to improve the capacity and safety of this transportation corridor. Preliminary engineering for these improvements is now underway. Expansion of the Roanoke Valley segments of this highway to an eight lane facility is envisioned. Final designs for the highway, including intersection improvements at Exits 137, 140, and 141 may necessitate the acquisition of additional right-of-way, and affect Salem property owners and businesses.

The timing of I-81 improvements must be undertaken with consideration of the impacts of the construction on local street networks. I-81 construction will divert significant regional commuter traffic from I-81 to alternate routes including Main Street in Salem and Route 11/460 in western Roanoke County. It is critical that planned four-lane improvements to East Main Street (see below) and Route 11/460 in Roanoke County be completed before construction of the Roanoke Valley sections of I-81 commences.

### **Apperson Drive/Route 419 Intersection Improvements**

Improvements are planned for the intersection of Apperson Drive and Route 419. Preliminary engineering funding needs have been identified, but no funding has been allocated for right-of-way acquisition or construction. The MPO's regional bikeway plan suggests that the design for these improvements should incorporate wider travel lanes or paved shoulders to accommodate bicycle usage.



### **East Main Street Improvements**

East Main Street in Salem from Route 311 East to Route 419 is slated for improvement to a four lane design. Construction funding for this improvement has been substantially allocated, and construction is slated to begin in 2003

### **Additional Access to South Salem**

Salem, in conjunction with VDOT, has been evaluating alternatives for providing additional vehicle access to South Salem (across the Roanoke River) in the western part of the city. The feasibility of these alternatives has been evaluated with consideration of cost and the impact on existing and future land use patterns. No preliminary engineering, right-of-way or construction funding has been allocated for this project.

### **Local Actions**

At the local level, Salem can enhance transportation efficiency by undertaking specific actions designed to address local conditions and trends. Actions such as the following should be continued or considered:

- Continue to work with VDOT on coordinating traffic and access improvements necessary as the result of new land development within the city.
- Work with Valley Metro to evaluate routing, schedule and service changes that might be necessary to best serve the needs of Salem residents and employees.
- Consider zoning and subdivision ordinance amendments that will establish local standards for street access associated with new land development in the community.
- Establish a local in-house staff committee to discuss and recommend strategies to address city-wide transportation problems/needs. Initial work of the committee could focus on developing an action response plan to address I-81 closings, discussions of the long term need for a western Salem by-pass, and traffic management issues associated with special events such as Olde Salem Days, and the Salem Fair.
- Evaluate the feasibility and desirability of incorporating traffic calming techniques on specific streets as a strategy to mitigate the negative impacts of traffic volumes and speeds on specific streets in neighborhoods.
- Continue to participate in the regional Early Action Compact created to voluntarily address regional air quality issues through proactive planning designed to reduce air emissions and improve air quality in the region.

### **Other Services**

In addition to transportation planning, Salem provides a full range of public services to its residents. The quality and costs of essential services help to define citizens' perspectives on

local government. The following goals, objectives, and strategies are designed to ensure that Salem continues to meet, and/or exceed transportation and infrastructure needs in the coming years.

### ***Electric Service***

The City of Salem owns and operates its own electric distribution service, distributing power to all of Salem's 12,652 residential and business customers. Power provided to residents is purchased wholesale by means of a contract with a power producer and distributed over transmission lines owned by American Electric Power. This system of ownership and distribution has allowed Salem to offer competitive power rates to its customers, and directly provide this important service to the community.

**Goal:** To Provide safe, secure, reliable, and economical electric service to all of the electric customers of the City of Salem.

**Objective:** Secure a wholesale supply power contract with an effective date of July 1, 2005.

**Strategy:** Work through Blue Ridge Power Agency to solicit and review proposals for wholesale power supply.

**Objective:** Improve the electric transmission and distribution system to allow safe and reliable operation under normal and contingency loading.

**Strategy:** Develop a system improvement plan based upon the recently completed system study recommendations.

**Strategy:** Implement the system improvement plan using consultants as necessary.

**Strategy:** Implement substation communication upgrades.

**Objective:** Maintain and upgrade the electric systems' existing facilities.

**Strategy:** Continue the existing substation maintenance program.

**Strategy:** Monitor and replace aging underground cables as necessary.

**Strategy:** Continue to monitor and improve as necessary system problem areas.

**Goal:** To consolidate the Electric Department facilities.

**Objective:** Combine the Electric Department offices and warehouse into one facility.

**Strategy:** Retain the services of an architectural and engineering firm to design a new combined electric department facility incorporating the department's office and warehouse needs.

**Objective:** Manage the inventory of the electric department more efficiently.

**Strategy:** Include a secure warehouse area into the design of the new facility.

### ***Solid Waste Management***

Salem's Department of Solid Waste Management is responsible for the operation of the City Transfer Station, post closure monitoring of the closed landfill, and the city's recycling program. Solid waste is collected and transported to the Transfer Station, where it is transferred to vehicles for delivery to a private landfill facility.

Salem's closed landfill, located in the Mowles Spring Park area of the city, was vacated pursuant to a closure plan approved by the Virginia Department of Environmental Quality. Monitoring and maintenance of this facility is conducted in accordance with the plan, and state and federal requirements.

Salem's recycling program operates three drop-off centers for resident usage, and provides cardboard recycling for local businesses and industries.

**Goal:** To continue to provide cost effective and environmentally sound solid waste management services for the citizens of Salem.

**Objective:** Continue to comply with Federal and State mandated requirements as they apply to Salem's solid waste management operations.

**Strategy:** Monitor regulations that affect Salem's solid waste operations, and comply with the regulations in a cost-effective manner.

**Strategy:** Maintain the closed landfill facility in a manner that eliminates adverse environmental impact on the community.

**Strategy:** Evaluate alternative beneficial uses of the closed landfill facility, based upon compliance with federal and state regulations and the cost effectiveness of alternative uses.

**Objective:** Maintain the capital equipment and facilities necessary to provide Solid Waste Management Services to the citizens of Salem.

**Strategy:** Conduct an evaluation of present facilities and equipment to determine the need for upgrading or replacing. Factors to be considered include cost savings, efficiencies, and environmental impact.

**Goal:** To continue to offer cost-effective and environmentally sound recycling options to the citizens of Salem.

**Objective:** Expand participation in the recycling program through community education initiatives.

**Objective:** Initiate the collection of additional recyclable materials as markets evolve.

**Strategy:** Closely monitor markets for recyclable materials and initiate the collection of these materials when the market warrants.

### ***Water and Sewer Services***

Salem provides potable water to city residents and businesses. The Roanoke River and three public wells currently provide the city's raw water supply, which is treated by the city prior to distribution. In 2001 an annual average of 4.7 million gallons of water was treated daily. Currently, a new 10-million-gallon-per-day water treatment plant is under construction. When completed in 2003 the facility will allow Salem to comply with all regulatory requirements and meet the community's existing and future potable water needs.

Wastewater in Salem is collected by lines owned by the city. Treatment is provided at The Regional Water Pollution Control Plant in Roanoke on a cost per million gallons basis.

**Goal:** To develop and maintain a reliable and affordable water supply for the City of Salem both for domestic and industrial consumption.

**Objective:** Continually monitor the adequacy of the City's water supply sources.

**Strategy:** Continue to explore the development of new well sites as a source of additional water for the city.

**Strategy:** Participate in any regional discussions on the development of new water supplies from sources such as the New River or Smith Mountain Lake.

**Objective:** Continually monitor the City's water distribution system and replace and enlarge components as necessary to ensure the availability of water to all customers.

**Strategy:** Continue to prepare an annual five-year Capital Improvement Plan and Needs Assessment for the City's water system.

**Goal:** To develop and maintain a reliable and affordable wastewater collection system for the City of Salem.

**Objective:** Continually monitor the City's wastewater collection system and replace and enlarge components as necessary to ensure the adequacy of the system.

- Strategy:** Continue to prepare an annual five-year Capital Improvement Plan and Needs Assessment for the City's wastewater collection system.
- Strategy:** Continue the implementation of the City's infiltration reduction program to reduce the City's wastewater treatment costs.
- Objective:** Continue to participate in the Regional Water Pollution Control Plant, including participation in the cost of updates and increased capacity.

### ***Engineering***

Salem's Engineering Department is responsible for community engineering design and review, erosion and sedimentation control, stormwater management, and mapping and GIS services.

**Goal:** To provide professional engineering and related services to the citizens of Salem.

- Objective:** Bring all 22 City bridges into compliance with VDOT standards.
  - Strategy:** Provide administration and inspection services on each of the City's 22 bridges and prepare reports for VDOT.
- Objective:** Continue to administer erosion and sedimentation control regulations in accordance with state and local requirements.
  - Strategy:** Monitor changes in state erosion and sedimentation control requirements to ensure that local codes and procedures are in compliance.
  - Strategy:** Review all public and private land development plans to ensure compliance with all regulations pertaining to erosion and sedimentation control
  - Strategy:** Regularly inspect all land development projects to ensure compliance with approved erosion and sedimentation control plans.
  - Strategy:** Implement and maintain "good housekeeping" policies with regard to municipal construction and operations.
  - Strategy:** Use the City's erosion and sedimentation control program as one implementation strategy for the City's National Pollutant Discharge Elimination System (NPDES) Phase II compliance plan.
- Objective:** Identify and implement a compliance strategy for NPDES Phase II rules.

- Strategy:** Continue to participate as a member of the regional NPDES compliance committee.
- Strategy:** Continue to work with the retained consultants to prepare a NPDES Phase II compliance plan and submit the plan for approval no later than March 2003.
- Strategy:** In conjunction with the City's Public Information Office, initiate public information programs regarding stormwater quality, and solicit public input on the development of the NPDES compliance plan.
- Objective:** Continue to implement and administer a stormwater management program for the City.
- Strategy:** As part of the development plan review process, ensure that all structures and land uses comply with the City's flood plain and stormwater management regulations.
- Strategy:** Continue to work with neighboring jurisdictions on regional stormwater detention and flood reduction facilities and programs.
- Strategy:** Using available state and federal funding, continue to purchase homes within designated floodplains.
- Objective:** Continue to develop and integrate GIS/GPS technology into the City's operations and services to provide an accessible and accurate database and geographic information for City and Salem citizens.
- Strategy:** Continue to convert stored data to digital information for use in the GIS system.
- Strategy:** Continue to maintain existing GIS digital data to ensure that the GIS system contains the most up to date information.
- Strategy:** Continue to monitor GIS/GPS needs and acquire new hardware and software as funding permits.
- Strategy:** Continue to provide mapping and data assistance in the development and maintenance of the City's webpage.

### ***Streets and General Maintenance***

The Streets and General Maintenance Department is comprised of six divisions, each with a specific area of responsibility. These divisions are beautification, building maintenance, fleet management, sanitation, streets and street signs, and pavement marking.

**Goal:** To provide professional and cost-effective services to the citizens of Salem in the areas of streets and general maintenance of public facilities.

**Objective:** Work to maintain and improve the beauty of the City's streetscapes and public areas.

**Strategy:** Using standard horticultural practices, continue the City's landscape maintenance program for City-owned buildings and parking lots.

**Strategy:** Continue the City's public tree management program.

**Strategy:** Maintain and improve existing plantings around public buildings, parks and along public roadways.

**Strategy:** Manage the City's urban forest by providing services such as maintenance pruning, hazard removal, replacement planting, new tree installation, fertilization and pest control.

**Objective:** Continue to provide cost effective public building and public land maintenance services.

**Strategy:** Maintain and repair all Salem public buildings, including school buildings within the City.

**Strategy:** Maintain all Salem parks and recreational facilities, including irrigation systems.

**Strategy:** Monitor the City's building needs and plan for and implement needed enhancements as funding will allow.

**Objective:** Continue to provide cost effective and professional fleet management services.

**Strategy:** Prepare an annual five-year Capital Improvement Plan that identifies vehicle improvement and replacement needs. Prepare bid specifications for the acquisition of new vehicles.

**Strategy:** Continue the City's preventive maintenance program, and maintain and repair all vehicles within the City's fleet.

**Objective:** Provide cost-effective and environmentally sound waste collection services to Salem citizens and businesses.

**Strategy:** Continue to collect all curbside and dumpster refuse on a weekly basis.

**Strategy:** Maintain all public roadsides by providing litter removal services.

**Objective:** Continue to maintain and improve all public streets within the City.

**Strategy:** Monitor, maintain, and repair all streets, curbs, gutters, storm drains, sidewalks and driveway entrances along public roadways.

**Strategy:** Explore the creation and funding of a sidewalk and bikeway/greenway expansion program within the City.

**Strategy:** Continue to mow all public parks, schoolyards, and municipal grounds.

**Strategy:** Continue to provide assistance for City sponsored special events.

**Strategy:** Continue to coordinate with the Department of Engineering and the City Manager's office on issues pertaining to future paving, road widening, utility coordination, and curbing and sidewalk expansion initiatives.

**Objective:** Inform and guide the public safely and efficiently throughout the City by accurately and legibly placing street signs and marking pavement.

**Strategy:** Continue to maintain and repair all street signage.

**Strategy:** Monitor and recommend improvements in signage and marking technology for the safety and benefit of the public.



## EXISTING AND FUTURE LAND USE

The following two maps show existing land uses in Salem, and proposed generalized future land uses for the city. Draft land use maps were prepared for and reviewed by the Citizen Review Committee and were reviewed by the general citizenry of Salem at community meetings held on October 7<sup>th</sup>, 2002 and December 2<sup>nd</sup>, 2002. As a result of these reviews, final land use maps were prepared and incorporated into this document

### **Existing Land Use Map**

Land Use information displayed on this map was obtained from City of Salem Real Estate assessment data. Twenty-six distinct land use assessment categories were aggregated into the seven land use categories displayed on this map. These seven categories are:

**Commercial** - Commercial areas comprise approximately 12% of the city's land area. They are located primarily along the major road corridors in Salem. These areas are used for a variety of commercial uses including retail, service and office-type functions. Privately owned recreational uses are also designated as commercial uses.

**Industrial** - Historically, most Salem industrial areas developed primarily along the river and railway lines in the community. Industrial areas comprise 9% of the city's land area and are the location of a significant portion of Salem's employment base. They are used for a variety of manufacturing, processing and storage activities.

**Institutional** - This category comprises 20% of the city's land area and includes all publicly owned property, and other properties owned by tax exempt and charitable entities. Included would be uses such as schools, other public buildings, parks, open spaces, and facilities for religious worship.

**Manufactured Homes** - This residential category identifies the location of existing manufactured home parks within the city. Less than 1% of the city's land area is devoted to this use.

**Multi-Family Residential** - This category shows the location of existing multi-family development within the city. Included would be any residential parcel other than single family. Approximately 3% of the city's land area is devoted to this use.

**Single Family Residential** - Single family homes are the predominant land use within the city, comprising 41% of the city's land area. Included in this category are small lots devoted to single family use, and larger tracts of land that are the location of at least one single family home.

**Vacant** - Vacant parcels are privately owned lots or tracts containing no land use or assessed structure. They comprise 14% of the city's land area. Public parks and recreation areas are not included in this category. Many of these vacant parcels are suitable for future development opportunities.

### **Future Generalized Land Use Map**

The Future Generalized Land Use Map serves as a general guide for the future development of the Salem community. Both public and private sector decision makers may use this map. Local planning commissions and elected officials can use this future land use map as one source of information when planning public facilities, or evaluating land use requests. The map may also serve as a general guide for private investment, indicating the location and type of future desired development.

This map presents a generalized overview of desired land use locations within the city. The map is not intended to be parcel specific. As a generalized map, a mixture of land uses may be found in any designation. The specific location of future land uses will be determined by the zoning ordinance, and when required by the zoning ordinance, Commission and Council review of specific land use requests. Such review will consider the compatibility and benefits of the use, and land use impacts of a specific use on the surrounding neighborhood and larger community.

Six future land use categories are shown on this map. They are:

**Commercial Areas** - Commercial areas generally designate the location of existing and desired future retail, service and office areas. Included are downtown, highway commercial and neighborhood commercial areas.

**Industrial Areas** - Industrial areas are the location of a significant portion of Salem's industrial and employment base, and are used for a variety of manufacturing, processing and storage activities.

**Economic Development Areas** – These areas have been designated as possible suitable locations for productive economic uses, and may include commercial, industrial and/or residential uses. Future development in these areas will be compatible with surrounding properties with respect to land use, density, access, and site design features.








**Institutional Areas** - This category includes major publicly owned property, and other major properties owned by tax exempt and charitable entities.

**Residential Areas** - Residential development is the predominant land use within this category. New residential development will be primarily located within these areas. The density and type of new residential development in these areas will be determined by zoning, and the adequacy of public facilities, access, and compatibility with surrounding land uses.

**Public Parks and Recreation Areas** – This category shows the location of existing and proposed public parks and recreation areas. It is inclusive of city owned park land and more active recreational facilities such as the Moyer and Salem Civic Center recreational complexes. Also included within this category are existing and proposed greenway corridors within the city of Salem.

# CITY OF SALEM FUTURE GENERALIZED LAND USE MAP

## LEGEND

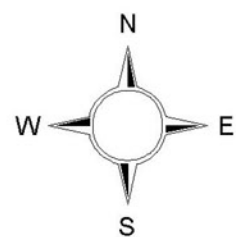
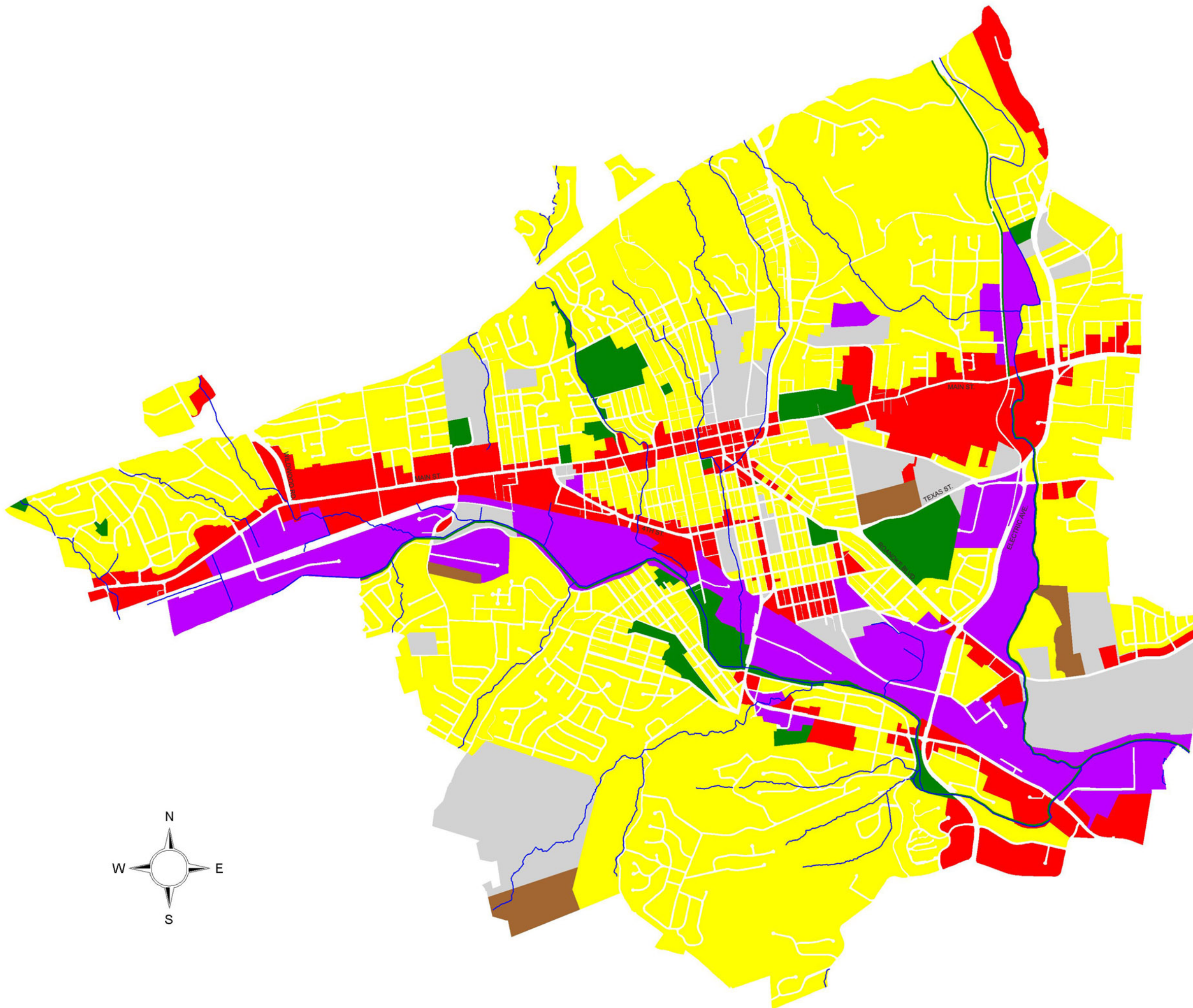
-  STREAMS
-  COMMERCIAL
-  ECONOMIC DEVELOPMENT AREA
-  INDUSTRIAL
-  INSTITUTIONAL
-  RESIDENTIAL
-  PUBLIC PARKS AND RECREATION

## SCALE



Miles

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CITY OF SALEM  
TAX-EXEMPT STATUS  
LAND USE MAP

LEGEND

- TAX-EXEMPT PARCELS
- TAXED PARCELS

NOTE - TAX-EXEMPT PARCELS CONSTITUTE 20%  
OF THE CITY'S TOTAL AREA.

SCALE



Miles

PRINTED 1/30/03

